

# PROVINCETOWN 365



PROVINCETOWN, MA • NOVEMBER, 2014

**AIA** Communities by Design  
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DESIGN AND RESILIENCY TEAM (DART) FINAL REPORT  
A PILOT PROJECT OF THE AMERICAN INSTITUTE OF ARCHITECTS  
CO-SPONSORED BY THE NEW ENGLAND MUNICIPAL SUSTAINABILITY NETWORK





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INTRODUCTION



## INTRODUCTION

Provincetown is an exciting waterfront community. It provides a vibrant, dynamic, diverse, caring, and accepting workplace and playground in the summer and in-season. It has a great waterfront and an amazing human-built and natural environment with easy access to Boston. In the winter and off-season, it remains an accepting and caring community, but it converts to a socially-connected small town, an isolated get-away from the rest of the earth.

Year round, the arts community, waterfront, the MacMillan Pier, the historic neighborhoods and buildings, the town center, Pilgrim Monument, National Sea Shore, and an accepting population define Provincetown. Provincetown's world-wide reputation as an inclusive, accepting, and diverse community, a great resort community, and the biggest destination for same sex weddings are all well-deserved.

For all that, Provincetown has great challenges. The overall economy, heavily driven by seasonal tourism, is booming, but it is vulnerable to any changes in summer tourism and the working waterfront is sometimes undervalued. Standard and Poors (S&P), the bond rating agency, significantly upgraded Provincetown's bond rating to reflect the town getting its fiscal house in order. In upgrading its bond rating, S&P said "Provincetown's... large and very diverse property tax base and extremely strong per capital values; strong reserves...; and favorable debt position..." all support the higher bond rating. At the same time, however, S&P expressed concern about the narrowness of the economy, "The town's limited, tourism-centered local economy somewhat offsets these strengths."

Provincetown's small year-round population is in steady decline, with workers in Provincetown increasingly outbid for housing by seasonal and vacation dwellers. With fewer year-round residents, there is a resulting decline in off-season economic activity and vibrancy. A strong economy in Provincetown needs to be anchored by a mutually-supporting year-round economic activity and a year-round population.

The waterfront is anchored by the highly successful MacMillan Pier, but the connection to the pier and the town is weak and the most important waterfront property in the town, the connection between the pier and Lopes Square, is not fulfilling its potential and is serving solely as a parking lot.

When AIA, with the assistance of the New England Municipal Sustainability Network, announced the Design and Resiliency Team pilot program, Provincetown prepared one of the first DART applications. Provincetown asked for assistance on community and affordable housing and economic development through urban design.

AIA found that Provincetown had given great thought to the need to accommodate both seasonal and year-round residents and what it means to be resilient in a community where local residents are being outbid and displaced by seasonal housing. In approving Provincetown's DART application, AIA agrees with the town and the community that the time is ripe for Provincetown to address its challenges and build a more resilient community.

AIA sponsored a DART preliminary visit (September 17-18, 2014) during which AIA staff and the DART team leader toured the site and met with a diverse variety of community stakeholders. During the preliminary visit it quickly became clear that Provincetown and its represented stakeholders wanted was assistance in identifying opportunities for more community and affordable housing and for strengthening the local economy by strengthening the waterfront and the design of commercial areas.

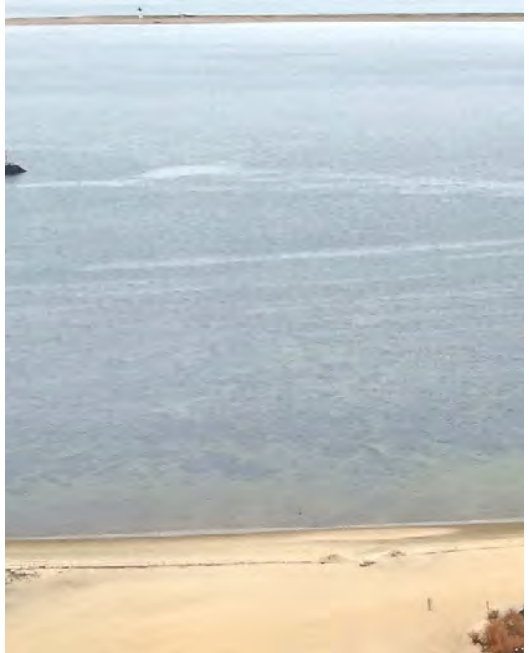
Based on that, AIA identified the need for a multidisciplinary team, including an architect, a waterfront expert, a land use planner, a landscape architect, and a housing finance expert, and AIA design assistance staff. The issues are far more complex than any one discipline and the diverse team allowed the members to look at issues from all angles and collaborate on their recommendations.

Prior to the DART, team members reviewed a number of excellent studies that have helped inform the Providence 365 process. This work and the related planning milieu resulted in important projects ranging from zoning reform to repaving Commercial Street with permeable pavement, to pier improvements. All of the plans were helpful, although some plans were more implementation focused than others.

A few lessons from past documents that the DART found to be especially relevant and are discussed in varying degrees of detail in this report are:

- 2009 Transportation Safety Report
  - Make Shank Painter Road into a complete street safe for non-motorized uses.
  - Based on the traffic counts, there is no need for Route 6 to be four lanes wide southwesterly of Conwell Road.
  - With more recent studies on roundabouts, the roundabout option discussed in the report is far more appealing than it was in 2009.
- Provincetown Cultural Experience (2007)
  - Focus cultural and community events at and adjacent to the MacMillian Pier and parking lot (we add Lopes Square to this focus area).
  - Provide wireless service in downtown Provincetown.
  - Opportunity for satellite parking at northerly end of Shank Painter Road (we focus on surplus land along Route 6) with the potential for future seasonal jitney service.
- Provincetown Harbor Plan (Update 2012)
  - Address velocity and flood zones
  - Protect and enhance legal beach access points, both viewsheds from streets and public access ways.
- Housing Action Plan (2014)
  - Doubling affordable and community housing from 200 to 400 units
  - Reduce contract period for accessory dwelling units.

The full DART (November 17-19, 2014) included site visits, stakeholder meetings, a town hall style public forum, intense team charrette work time, and a final presentation to the community. This report summarizes the DART's findings and final presentation.

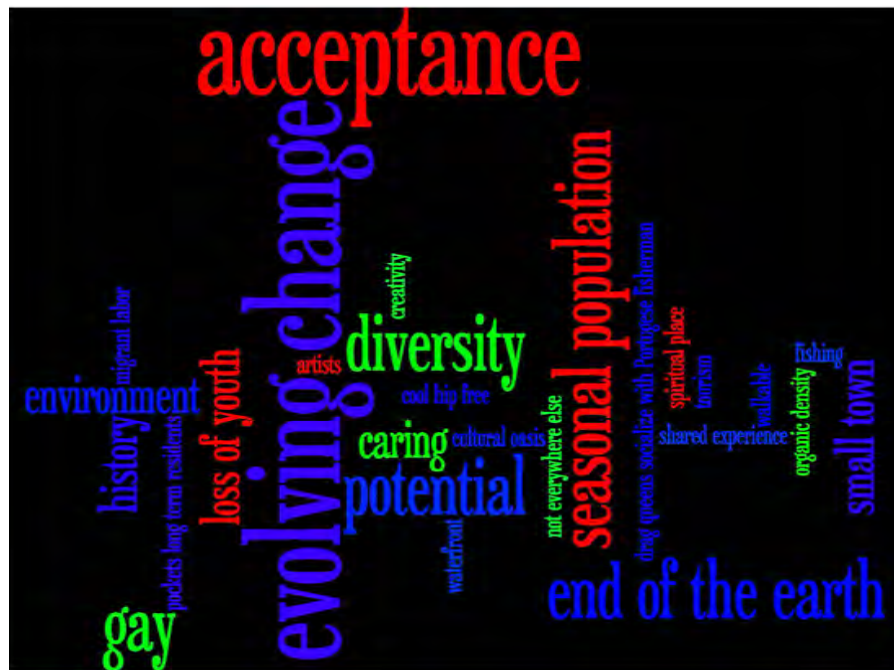


PROVINCETOWN SPEAKS



## PROVINCETOWN SPEAKS

Diverse community stakeholders in different community settings had a surprisingly similar view as to what the “Soul of Provincetown” is and what makes it such a special community. While physical features of the community, the waterfront, the built-environment, and the natural environment where extremely important to residents and businesses, the acceptance, inclusiveness, diversity, culture, and ‘flavor’ of the community were all more important to define Provincetown. The word cloud reflects the emphasis of what we heard regarding what is most important to define the soul of the community.



Soul of Provincetown







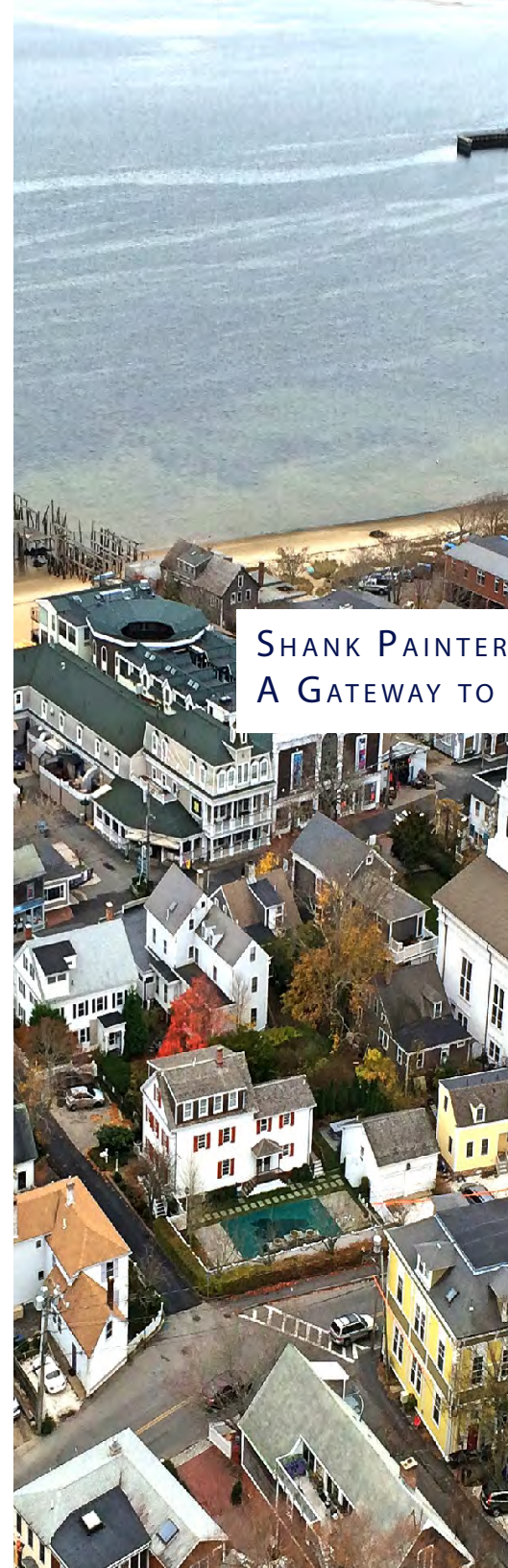
Those same diverse stakeholders also defined what they thought was most important to the future. Being a year round community topped the list by far, followed by resilience, the waterfront, affordable housing, and multigenerational housing.

affordable housing  
waterfront  
multigenerational  
transit  
less cars  
accessible  
a place for everyone  
piers  
MacMillan town square  
families  
resilient  
sustainable  
wind generators  
year round



Provincetown Speaks

This report is entitled Provincetown 365 to reflect the overwhelming community sentiment the team heard that a resilient Provincetown needs the economy, population, and housing components in order to be a strong community year-round, not only during the peak season.



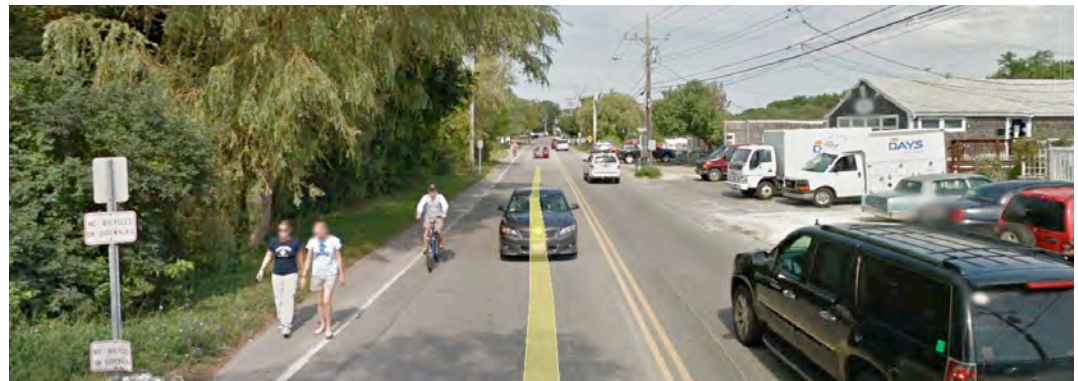
SHANK PAINTER ROAD:  
A GATEWAY TO PROVINCETOWN

## SHANK PAINTER ROAD: A GATEWAY TO PROVINCETOWN

Commercial Street in downtown Provincetown, especially during the season, is a pedestrian and bicycle-friendly environment. Transportation consultants at numerous conferences and presentations all over New England present downtown Commercial Street as a model of a pedestrian-friendly environment. Buildings up to the rear of the sidewalks enclose the street, narrow streets tame the traffic gods, and the critical mass of pedestrians takes over the roads, slowing traffic and making them feel safe. Although the sidewalks are very narrow, the overall environment is safe, traffic is slow, and the streets are clearly shared equally by all means of transportation. The recent repaving of Commercial Street with permeable pavement, and the reduction in puddles and winter icing as a result, only add to the pedestrian-friendly, if often very crowded, flavor of Commercial Street that visitors and residents remember.

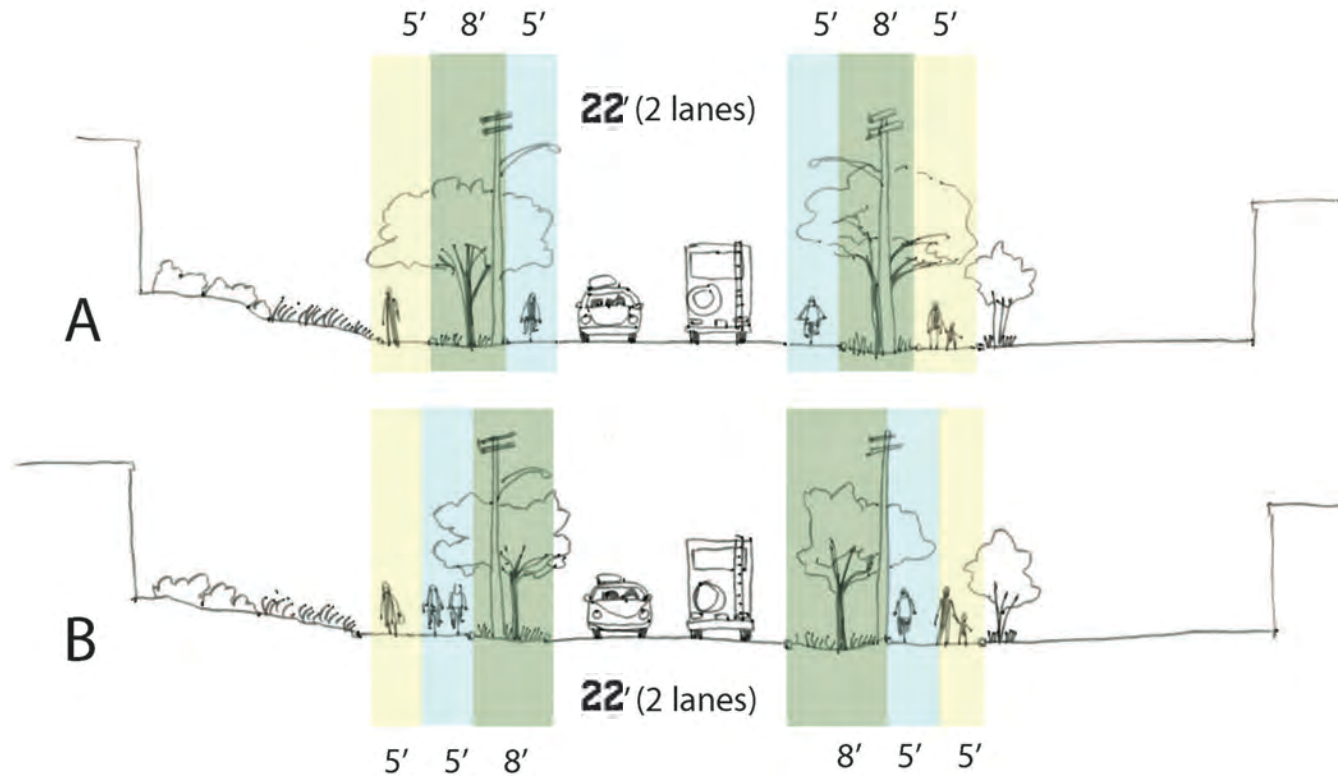
At the same time that Commercial Street is an ambassador for the historic and unique flavor that Provincetown has to offer, Shank Painter Road is at the opposite end of the pedestrian and bicycle friendly spectrum. During the public consultation process, a number of people reported feeling unsafe on Shank Painter Road and feeling that it does not serve the community well.

Shank Painter Road is possibly the single most important gateway to downtown, but as a gateway it harms the Provincetown mystique. First, Shank Painter Road could be located in almost any commercial strip in the United States, as its character is not special or contributing. Second, Shank Painter Road is extremely unsafe and undesirable. Finally, although Shank Painter Road is close to downtown, its hostility to bicycles and pedestrians means that many people who would otherwise choose to walk or bicycle, instead stay in their cars, adding to downtown traffic and parking congestion.



Google Street View shows that as horribly unsafe and unfriendly as Shank Painter Road is for bicycles and pedestrians, the desire lines are so strong that residents and visitors risk their lives, and their otherwise positive experiences, to use it anyway.

## Shank Painter Road



There are essentially five major deficiencies on Shank Painter Road:

1. Very few sidewalks (unlike Commercial Street, Shank Painter Road is not a good candidate to become a shared street where all modes of traffic mix in an extremely low speed environment).
2. No bicycle lanes (although there are a few painted shoulders)
3. No bicycle boulevards or lanes on adjacent parallel streets.
4. Very wide near continuous open curbs that create unsafe conditions for pedestrians and bicycles and reduce the capacity of the road (think of a road as a fire hose- wider curb cuts being wider cuts in the hose and thereby dramatically reducing its capacity).
5. The streetscape is unfriendly and undesirable, with many buildings set back from the road, fewer street trees than desirable, and overhead power and telecommunication utilities dominating.

Fortunately, there are relatively easy fixes:

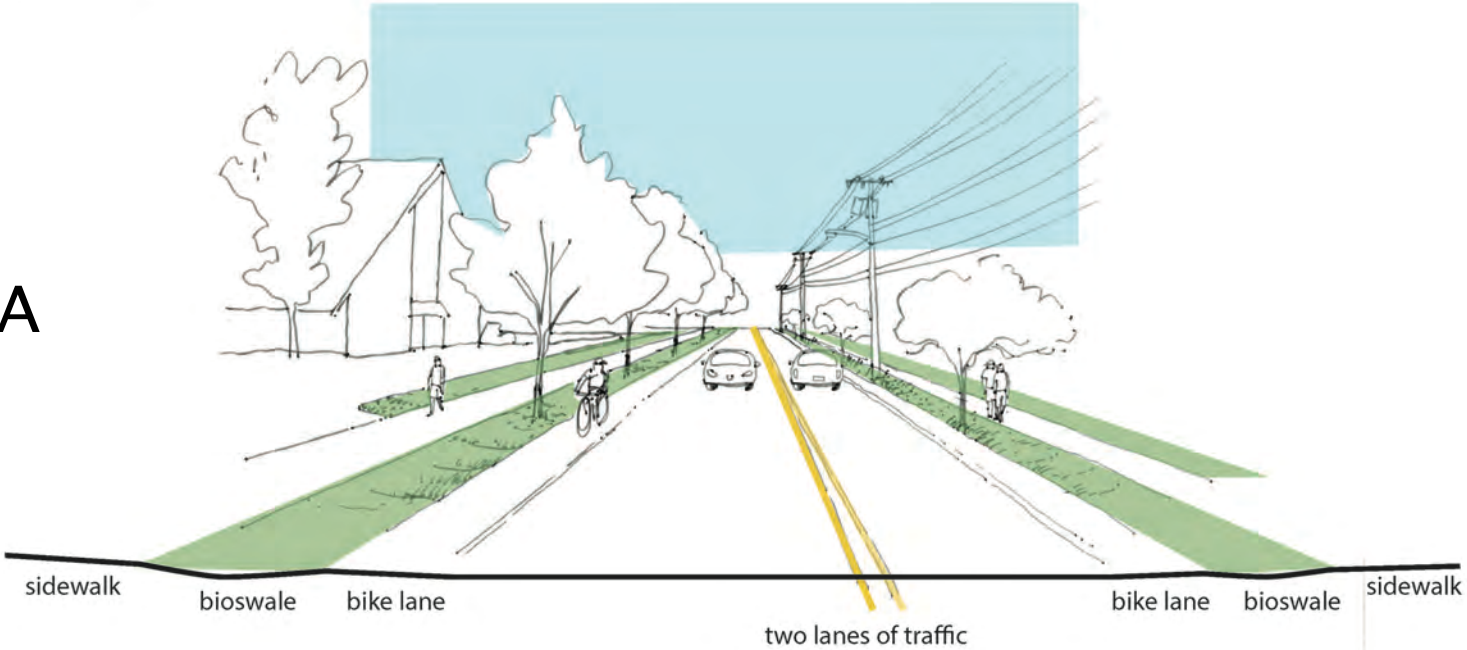
### Short term (Year one)

1. Paint bicycle lanes on the road, narrowing the road to two 10.5 foot wide lanes and providing the rest of the space as bicycle lanes.
2. Require any site plan or special permit approval on Shank Painter Road to narrow curb cuts to 22' wide and install sidewalks, bike lanes, and street trees to match the long term vision.

### Medium term

1. Whenever the road next gets a routine repaving widen bicycle lanes to 5 feet wide (if not possible in year one). (Travel lanes could be widened to 11 feet wide or if critical 12 feet wide, but there is no reason to do so and it is not desirable.)
2. Mark Court Street and Winthrop Streets as bike routes to encourage low traffic volume streets as alternatives for bicycles.

# option A



# option B



Long term

Install full cycle tracks, (option B), sidewalks, street trees, bioswale and, if funding was ever available, undergrounding of overhead utilities. This could potentially be a MassWorks, Transportation Enhancements, or Traffic Safety grant funded project.



ZONING ANALYSIS

## ZONING ANALYSIS

Provincetown generally has a strong modern zoning bylaw, but there are a few areas where the zoning is not encouraging the land use patterns that the team heard the community wanting. The team identified a few easy steps to implement zoning changes that could be addressed in the very short term (over the next year), if there is community support.

### Residential Zoning

All of these changes could apply to all housing, which benefits the economy; only to housing which serves year-round residents of any income; or only for residents earning below some percentage of area median income (AMI).

1. Accessory dwelling units (a small unit in a single family home) provide an easy way to supply both year-round and seasonal housing. Many communities with lower growth pressures than Provincetown report much higher production of accessory dwelling units. Having such a low production of accessory dwelling units in Provincetown is a warning sign that the rules are too stringent and should be tweaked to allow and encourage more units to be created.
2. Growth management incentives (which encourage production of affordable units through exemptions from growth management limits) are likewise not creating as many affordable housing units as they should. There are numerous opportunities for revision, but two stand out as easy first steps:
  - a. Allow payment in-lieu of providing affordable units options to a town affordable housing trust.
  - b. Create more certainty and less discretion in the process so that affordable units that meet a clear definition are allowed by right with no discretionary review other than basic site plan approval.
3. Required lot size per dwelling unit is the reverse in Provincetown that it is in the vast majority of communities. In Provincetown, minimum lot size per dwelling unit is larger for larger projects, whereas in the vast majority of communities lot size remains the same or drops as projects increase in size, because the actual impacts tend to be less per unit for larger projects (with the ability to share resources).

### Commercial Zoning

One of the best aspects of Provincetown and one of its key defining features is the downtown buildings that line Commercial Street and frame the street, making it the walkable and human-scale community that it is. In spite of this, the zoning creates minimum commercial front and side setbacks that, if followed, would destroy the character of downtown, with buildings setback from the road and from each other.



Current zoning	Town Commercial Center (TCC: downtown)	General Commercial (GC: Shank Painter Road)
Minimum front yard setback	10 feet	30 feet
Minimum side setback	5 feet (0 with a party wall)	15 feet
Build to line (or maximum setback)	None required	None required

A few easy steps:

Change minimum front yard setback to 0 feet in both Town Commercial Center (TCC) and General Commercial (GC).

Change minimum side yard setback to 0 in both TCC and GC.

Create build-to line (maximum setback) of 5' in TCC with special permit available for larger setbacks, when an applicant demonstrates that a larger setback will promote bicycle and pedestrian safety.







COMMUNITY AND  
AFFORDABLE HOUSING  
(WITH A SAMPLE PRO FORMA)

## COMMUNITY AND AFFORDABLE HOUSING

Almost to a person, community members during the DART process identified the lack of housing to house Provincetown's workforce as a major challenge. The team heard concerns about lack of housing for Provincetown professionals, for year round and seasonal line workers in Provincetown businesses, and for residents who keep the economy alive in the off-season. Different stakeholders focused on different parts of the market, but almost all agreed that seasonal residents are bidding up the price of housing, making housing unaffordable to many in the year-round community. The steady decline in year-round residents, primarily because of the increasing cost of housing but also because of other demographic trends (e.g., shrinking family size) is clearly taking a toll in the ability of some businesses to find enough customers to stay open year-round.

The most common definition of housing affordability is housing that consumes no more than 30% of its residents' income, regardless of what part of the income spectrum they are in. Obviously, affordable housing is more of a challenge for low income and working families, and a challenge in Provincetown with a relatively low median income. With high land rents in Provincetown, housing that is affordable can also be a challenge for many residents earning the median wage or significantly above median wage (so called 'community housing').

The adjacent table shows income levels from 50% to 150% of Barnstable County Area Median Income (AMI) and what rent those individuals can afford. Sadly, rental or ownership units in Provincetown are increasingly beyond the reach of families at all of these income levels.

**Housing Affordability**

	Family Size (persons)			
	1 person	2 persons	3 Persons	4 Persons
50% of Area Median Income (AMI)	\$30,100	\$34,400	\$38,700	\$42,950
This means hourly pay is (at 40 hours/52 weeks)	\$14.47	\$16.54	\$18.61	\$20.65
Affordable rent based on 30% of salary (50% AMI)	\$753	\$860	\$968	\$1,074
60% of Area Median Income (AMI)	\$36,120	\$41,280	\$46,440	\$51,540
This means hourly pay is (at 40 hours/52 weeks)	\$17.37	\$19.85	\$22.33	\$24.78
Affordable rent based on 30% of salary (60% AMI)	\$903	\$1,032	\$1,161	\$1,289
65% of Area Median Income (AMI)	\$39,130	\$44,720	\$50,310	\$55,835
This means hourly pay is (at 40 hours/52 weeks)	\$18.81	\$21.50	\$24.19	\$26.84
Affordable rent based on 30% of salary (65% AMI)	\$978	\$1,118	\$1,258	\$1,396
80% of Area Median Income (AMI)	\$41,920	\$47,920	\$53,920	\$59,920
This means hourly pay is (at 40 hours/52 weeks)	\$20.15	\$23.04	\$25.92	\$28.81
Affordable rent based on 30% of salary (80% AMI)	\$1,048	\$1,198	\$1,348	\$1,498
100% of Area Median Income (AMI)	\$52,400	\$59,900	\$67,400	\$74,900
This means hourly pay is (at 40 hours/52 weeks)	\$25.19	\$28.80	\$32.40	\$36.01
Affordable rent based on 30% of salary (100% AMI)	\$1,310	\$1,498	\$1,685	\$1,873
150% of Area Median Income (AMI)	\$78,600	\$89,850	\$101,100	\$112,350
This means hourly pay is (at 40 hours/52 weeks)	\$37.79	\$43.20	\$48.61	\$54.01
Affordable rent based on 30% of salary (150% AMI)	\$1,965	\$2,246	\$2,528	\$2,809

Source: HUD Median Income: Barnstable County, 2014

For comparison purposes, an entry level school teacher in Provincetown, earning substantially more than many people in the dominant tourism and service economy, earns about \$41,000. In a two-person family with one income, that is 60% of area median income, and not enough to rent or purchase most of the available units in Provincetown. That entry level teacher, then, is unlikely to move to Provincetown, and that teacher and their family are then unlikely to eat dinner or shop in the off-season, when their spending is critical to the economy. The creation of new year-round housing units is dwarfed by the loss of year-round housing units to seasonal uses (Housing Needs Assessment, 2014). The problem is continuing to get worse.

With housing prices high, even with escalating land costs, there is clearly an incentive for builders to supply more housing. The problem, however, is that there are a host of challenges to new housing to serve workers:

1. The market is encouraging new housing almost universally to serve seasonal residents.
2. The opportunities for new projects are already limited.
3. Zoning, with smaller lot size per unit for smaller projects than larger projects, encourages single family homes and discourages larger projects that might serve the community.
4. Growth management and accessory dwelling unit incentives designed to serve affordable and community housing are so strict as to not effectively produce many of these units.
5. Neighborhoods almost universally, not just in Provincetown, don't want more housing near them.
6. The community talks about the need for affordable and community housing, but there is no clearly articulated and strong community commitment to create it.

In spite of the challenges, however, there have been some successful efforts to create community and affordable housing, both from the non-profit and the for-profit sectors and with strong Provincetown government support. The 2014 Provincetown Housing Plan and the longer-term commitment to a town community housing specialist are extremely helpful steps.

Market conditions are not going to create a net increase in year round housing stock. That is only possible with the creation of new units and the preservation of existing units with deed restrictions to maintain some percentage of those units for year round affordable and community housing.

Fortunately, there are a number of opportunities.

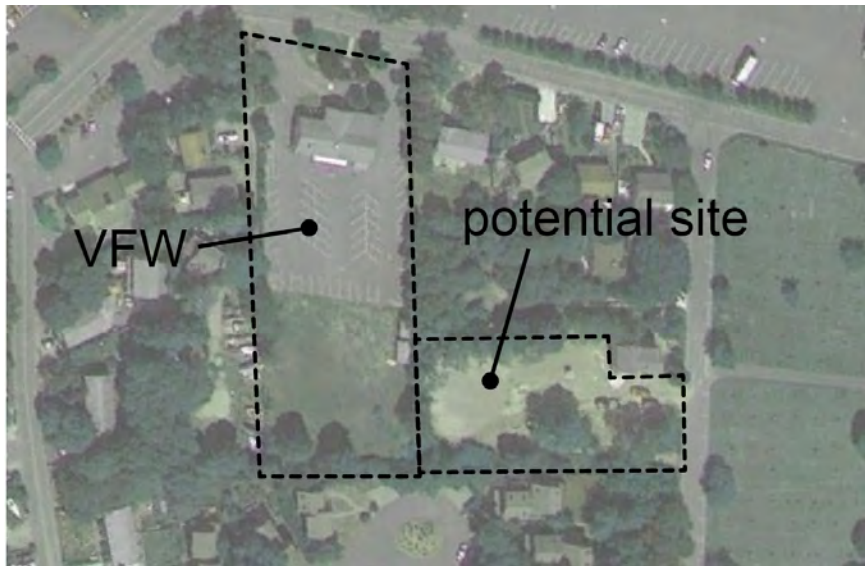
1. Zoning changes, discussed previously, can take advantages of market conditions to relieve some of the market pressures for more housing.
2. A couple of larger sites, most notably the town's VFW/New Police State site, provide the opportunity for a significant number of units.
3. Smaller opportunities, identified elsewhere in this report, provide scattered site opportunities for more units.



## THE VFW/POLICE STATION SITE

The DART examined the town's VFW/New Police Station site at 3 Jerome Smith Street in more detail, both because of the value of this site and as a replicable case study. The DART prepared a project budget for the kind of project that is realistic and likely to obtain the necessary outside funding to make the project possible. This budget is consistent with the site layout and development scheme presented later in this report.

The budget proposed on this page reflects a typical new construction affordable housing project. All financing sources are currently available for this type of project. Construction and other development costs presented in this model reflect market costs. Funding is very competitive. The time period from submission of the initial application until construction start can be four to five years. This project, subject to the availability of the site, would be very competitive in the DHCD One Stop application process.



## Development Budget: Hypothetical VFW/New Police State Site (3 Jerome Smith Road)

<b>Sources of Funds</b>	
Construction Loan	\$8,200,000
Equity (Development Fee Loan)	\$0
Equity (Federal credits)	\$8,281,909
Equity (state tax credits)	\$1,143,695
Provincetown CPA	\$250,000
Provincetown Affordable Housing Trust Fund	\$500,000
Other:	\$0
Mass.Housing Stabilization Fund	\$1,000,000
Mass. Affordable Housing Trust Fund	\$1,000,000
Other: CDBG	\$0
Permanent Debt	\$2,000,000
<b>Subtotal</b>	<b>\$22,375,604</b>
Construction Loan Repayment	\$8,200,000
<b>Total Sources-w/o Constr.</b>	<b>\$14,175,604</b>
<b>Uses of Funds</b>	
<b>Acquisition</b>	<b>\$750,000</b>
<b>Hard Costs</b>	
Direct Construction	
Dwelling Units	\$8,325,000
Site Costs	\$1,000,000
Total Construction	\$9,325,000
Construction Contingency (5%)	\$466,250
<b>Hard Costs Subtotal</b>	<b>\$9,791,250</b>
<b>Soft costs</b>	\$2,152,480
Developer Fees, Capitalized Reserve, etc.	\$1,481,873
<b>Total Uses of Funds</b>	<b>\$14,175,603</b>
<b>Surplus/(Deficit)</b>	<b>\$1</b>
<b>Development Costs per Dwelling Unit</b>	<b>\$345,746</b>

(This is the summary development budget. A full pro forma has been provided to the Town of Provincetown with tabs for cash flow, raw development data, operating expenses, and tax credits.)

## DEVELOPMENT BUDGET: SOURCES OF FUNDS

**Construction Loan:** Conventional construction loan provided by a bank. Loan will be repaid after construction completion when the investor tax credit equity contribution is made. In this model the loan is repaid approximately 21 months.

**Equity-Federal Credits:** Federal Low Income Housing tax credits are awarded by the Massachusetts Department of Housing and Community Development (DHCD) through a very competitive “One Stop” application process. Federal Low Income Housing Tax Credits are annual credits provided over a 10 year period. The maximum amount of credits any project is eligible to receive is \$1,000,000 (total of \$10,000,000 over the ten years). In this model the project is eligible for \$900,207 in Federal Low Income Housing Tax Credits. This is a 10 year credit so the total actual amount of credits is \$9,002,070. Investors can apply these credits against Federal Income tax liability. Investors will pay approximately \$0.92 per credit for a total equity contribution of \$8,281,909.

**Equity-State Tax Credits:** State Low Income Housing Tax Credits are awarded by DHCD through the very competitive “One Stop” application process. State Low Income Housing Tax Credits are annual credits provide over a five year period. The typical maximum annual credit is \$10,000 per unit. Investors can apply these credits Massachusetts State income tax liability. In this model the project could receive an award of \$313,341 in annual credits. Total equity raised for the credits would be \$1,143,695 based on a purchase price of \$0.73/credit.

**Provincetown CPA:** Community Preservation Act funds administered by the Town of Provincetown.

**Provincetown Affordable Housing Trust Fund:** Trust funds administered by the Town of Provincetown.

**Massachusetts Housing Stabilization Funds:** HSF funds are administered by the DHCD and awarded through the “One Stop” application. Maximum amount a project is eligible for is \$1,000,000.

**Massachusetts Affordable Housing Trust Funds:** Affordable Housing Trust Funds are DHCD funds and managed by the Massachusetts Housing Finance Agency (MassHousing). These funds are awarded as part of the “One Stop” application. Maximum amount a project is eligible for is \$1,000,000.

**Permanent Debt:** Permanent debt is provided by a participating bank. This is a fully amortizing loan paid in monthly installments over a 20 or 30 year period. The operating budget NOI (net operating income) is the source of monthly repayments.

## DEVELOPMENT BUDGET: USES OF FUNDS

**Acquisition:** The project will purchase the site from the Town of Provincetown for \$750,000. This is an assumption as to the market value of the property.

**Direct Construction:** This estimate is based on 41 dwelling units being constructed at a cost of \$275 per square foot and common areas (corridors, etc.) at \$100 per square foot. Typical construction costs for similar properties range between \$200 and \$300 per square foot depending on site costs and materials being specified. Site cost for parking, roadways, water, sewer, and utilities was estimate at \$1,000,000.

**Soft Costs:** Include typical architectural fees, environmental testing, legal, syndication, appraisals, fees, etc.

**Developer Fees, Capitalized Reserves:** Fees developers earn developing the project. Capitalized Reserves are reserves typically required by lenders and investors. These Reserves include Replacement Reserves, Operating Reserves and Debt Service Reserves.

**Development Costs/Unit:** The estimated Total Development Cost (TDC) per unit is \$345,746. Affordable housing development is much more expensive than private market rate housing due to the require oversight, due diligence, and fees. This project’s fees are consistent with TDC costs anticipated by DHCD for this type of project.



As discussed earlier, year-round housing is steadily being lost in Provincetown, with the number of units converted to seasonal housing units far exceeding the number of new units coming on line. The amount of housing production to fill this gap, however, is not huge. The Provincetown Housing Action Plan (2014), for example, “set a target of doubling the number of affordable and community housing units from 200 to 400 by 2025,” a net increase of 200 units over a decade.

Even if the town established a more aggressive goal than 200 affordable and community housing units, it could potentially be achievable if there is a community consensus. The VFW/new Police Station Site at 3 Jerome Smith Street could easily accommodate 41 units, and probably 50 to 60 if desired. The Old Community Center could accommodate some additional year deed restricted for year-round affordable and community housing. These two town-controlled sites could easily accommodate 30% of the Housing Action Plan goal.

The remaining 70% of the Housing Action Plan target, and any additional units the town decides it needs in the next decade, could be met on scattered sites as part of zoning incentives, discussed above, and at a variety of other sites around town.



A WORKING WATERFRONT

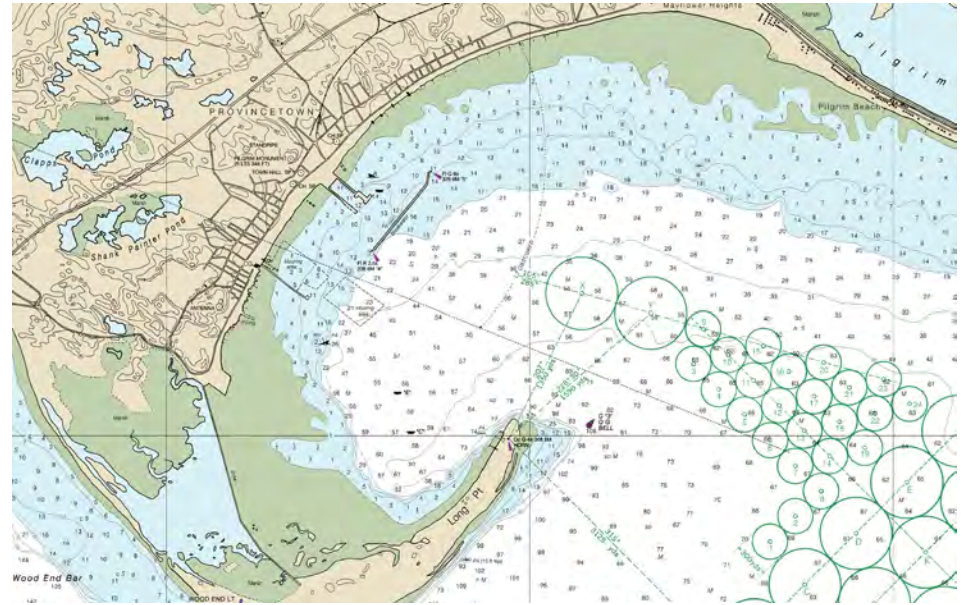
## INTRODUCTION

Provincetown, MA is blessed with exceptional waterfront resources set in a remarkable geography. The harbor is deep, sheltered, and well positioned to receive traffic from ports, both north and south. The harbor is large and free from navigational hazards making it capable of accommodating a wide range of vessels engaged in an even wider range of commercial and recreational pursuits. McMillan Pier is a modern, robust, mixed use pier supporting a variety of commercial uses. Cabral's Pier, while challenged by deferred maintenance, is a natural center for yachting in the upper Cape, as augmented by the Flyers Boatyard to the west. The Coast Guard's stable presence ensures security and emergency services supporting active use of the water by commercial and recreational boaters.

Arguably, Provincetown's most precious waterfront asset is its beachfront setting and intimate connection to the water. The unique land title history of the "province lands" with their retained public ownership of intertidal lands sets Provincetown apart from other Cape Cod communities. Combining public ownership of the intertidal zone with maintenance of 13 or more "town landings" promotes direct access from the village center to shore walks, swimming, kayaking, and mooring tenders. The above attributes provide Provincetown's residents and visitors with unequalled access to the water for active and passive uses.

This snap shot of notable assets suggests a town deeply integrated with the marine environment. However, the current town culture, with its heavy emphasis on auto-dependent tourism, appears tied to its seafaring history more than its maritime future. With the dramatic and devastating reductions in commercial fishing over the past twenty years, such a view is understandable.

Despite fishing losses, the waterfront is not without vitality and not without hope. The success of seasonal ferry service provides one example of how use of waterfront assets can strengthen the town while promoting connections to the water. Commercial fishing, while a shadow of its previous high, is still a presence providing year-round employment and vitality to an otherwise seasonal waterfront.



The following observations and recommendations suggest that the Town continually refresh its relationship with the ocean. These suggestions will need to be considered within the context of sea-level rise and intensifying storms. While the harbor has protected the town in the past, higher tides and more intense storms will inevitably require adjustments to waterfront buildings and shorefronts. The manner of these adjustments will determine how the town interacts with the water. This report suggests that one always consider changes at the water's edge within an evaluation of the intended use of the water. It additionally suggests that use of the water becomes a specifically stated and often repeated goal for Provincetown. To do less is to relegate the water to scenery - as the backdrop of activity. Consistent with the town's incredible history, use of the water should be the focus of town life and an organizing principle that draws people together.



Finally, Provincetown is a place with an exuberant sense of fun. Broadening opportunities to work and play on the water should be seen as an extension of the pursuit of joy consistent with the best traditions of the town – old and new.

Note: The town’s Harbor Plan describes and documents access needs for recreational and commercial water-dependent uses. All recommendations and observations noted herein should be read as supporting and augmenting this excellent document. Furthermore, the Town’s Public Pier (Harbor) Committee and management of harbor activities by the Harbor Master’s office appear to provide functional governance and management structures. Moving forward, the Town should support and rely on these human assets to continually assess and strengthen waterfront activities and infrastructure.

### **WATERFRONT ACTIVITY: AS SEEN THROUGH THE LENS OF LAND USE**

Waterfronts, specifically commercial waterfronts, perform key tasks within coastal communities. For communities organized around protected deep-water harbors, use of the waterfront defines the origins, history, physical layout, and industries. Access to the water informs the placement of streets and organization of buildings. For Provincetown, marine activity can be categorized into: Transportation, Commerce, and Recreation.

### **WATERFRONT TRANSPORTATION**

Marine transportation in Provincetown is dominated by the two Boston ferries. While the seasonal nature of these services limits their impact, they appear to play a key role in the tourism economy. Every individual or family that arrives by ferry is a car-free visitor. Given the challenges presented by parking and vehicular congestion, retention and growth of ferry transportation should be a goal for the town.



### **RECOMMENDED ACTIONS**

Ferry services have particular needs for berthing, gangways, vehicle access, lighting, etc....

- a. Maintain quality access to McMillan Pier for ferry service – both from the water and from the land. This access needs to accommodate busses, tractor trailers, personal vehicles, light trucks, bicycles, and pedestrians.
- b. Work with ferry operators to understand their short and long-term needs.
- c. Explore extending the ferry season. Note: Off-season ferry use may require additional fixed terminal infrastructure on the pier for passenger comfort and support.
- d. Explore additional ferry routes both on and off the Cape.

## WATERFRONT COMMERCE: FISHING, CHARTER BOATS, CONSTRUCTION, VESSEL SERVICES

Waterfront commerce in Provincetown appears concentrated in fishing (ground fish, scallops, and lobster), tourism (whale watching, charters, boat rental), and boating services (marinas, boat repair). As with transportation, these industries are tightly tied to tourism, but they offer opportunities for year round employment. Fishing vessels also require or incentivize support industries, such as seafood processing and distribution. Likewise, boating, both commercial and recreational boats, requires other business activity for the service of vessels. While McMillan Pier provides a robust platform for berthing vessels, there is very little evidence of waterfront land available beyond the Flyer's boat yard to support either marine business or support services for vessels.

### RECOMMENDED ACTIONS

- Work with commercial vessel owners to understand the needs of the fleet.
- Explore where waterfront and upland parcels currently support marine commerce. Determine whether marine commerce (and year round employment) would grow if land were available and zoned for marine industry.
- Depending on the results of Action 2, rezone appropriate parcels as marine industrial zones.





active and passive waterfront uses

## WATERFRONT RECREATION: ACTIVE AND PASSIVE USE OF THE WATER

Waterfronts are fun. The ability to get out on the water is central to the lives of many residents and visitors to the Cape. For others, the ambiance of the water, the views, and the ability to stroll or sit at the water's edge is reason enough to visit or live in a waterfront town. Both perspectives are important to the tourism economy and residents' quality of life.

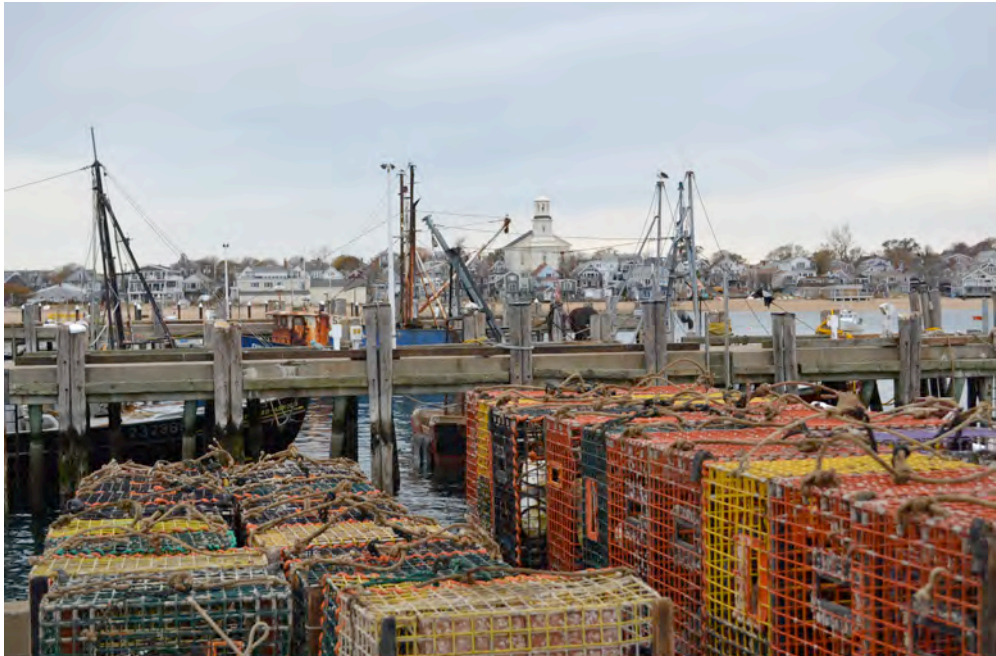
## INTEGRATING WATERFRONT USES: AVOID THE "ZERO SUM GAME" MENTALITY

Within a constrained physical environment, land uses often compete for precious space. One may assume that to give space to one particular waterfront use is to lose opportunity for other uses. Fortunately, when well designed and managed, the core waterfront functions (transportation, commerce, and recreation) support each other as mutually supporting systems.

The whale watching boats are tourism – they are also marine commerce.

Fishing boats are an authentic manifestation of Provincetown's working heritage and create their own attraction for tourism. Commercial fishing also supplies restaurants with a world class product. Local seafood should be part of the Provincetown brand. One need only look to Wellfleet and its successful promotion of its oyster industry to see the potential to attract visitors while exporting a valued product – a product that further promotes the brand of the community that produced it.





## KEY QUESTION FOR THE COMMUNITY: IS PROVINCETOWN A PORT COMMUNITY?

Evidence of marine industry clearly indicates that Provincetown is a port community. Certainly, the town's history leaves no doubt that port activities have defined the town's physical and cultural past. The question regards the future. Will Provincetown use commercial marine activity to define its future and will marine employment continue to promote year-round vitality for the community?



## WATERFRONT ACCESS

As an historic port community, Provincetown's connection to the water is ingrained in its development patterns. Unfortunately, a loss of pier infrastructure and a reliance on automotive transport have created a separation between the water and the everyday lives of residents and the visitor experience for tourists. In particular, the limited supply of commercial facilities will likely constrain expansion of potential marine employment – employment that could help to stabilize the year-round residential base of the community.

Commercial marine activity and employment requires core functionalities to serve berthed vessels and the businesses that rely on them. Much of this activity occurs at the pier edge – berthing, loading, and security. Other support functions, including vessel launch/haul and short-term gear and material storage, require land or pier deck space that is functionally connected to the berth. Other support services, such as vessel storage, vessel service, long-term gear and material storage, and marine related spin-off activity (seafood processing, wholesaling and retailing) can occur away from the water. All commercial marine activity depends on a land-side transportation network that intentionally integrates marine activity with land-side support.

Pier-side activity additionally needs a degree of autonomy to safely function. Vessel loading/unloading, truck movements, and security are part of all marine commerce. Infrastructure that additionally includes tourism and pedestrian transport will need to carefully consider the mixing of uses to keep working piers functional while keeping curious pedestrians safe. McMillan Pier appears to be an excellent example of a well-managed mixed-use pier.

From the street, waterfront pedestrian access is generally quite extensive and the town is well-served by the many "town landings" that communicate between Commercial Street and the beach front. The Harbor Plan's recommendation to improve the town landings will expand the capacity of these assets and better integrate town life with waterfront activity.





## ADDITIONAL RECOMMENDATIONS: PROMOTE ACTIVE USE OF THE WATER THROUGH MARINE EMPLOYMENT AND RECREATIONAL ACCESS

### Protect existing assets

-McMillan Pier is the treasure and should remain a town priority as the pride of the port and a center of town life.

-Cabral's Pier adds important capabilities to the harbor for recreational boating and yachting. Its long-term stability should be a priority.

### Grow boating capacity

-Work with commercial fishing and marine tourism to understand and continually evaluate the needs for berthing. Commercial berthing is the fundamental resource supporting marine employment. No berth=no boat =no job.

-Recreational berthing can compete with commercial uses resulting in a loss of employment opportunity. Continue to support commercial vessels with prioritized access to commercial berths. However, if vacancies occur then recreational vessels can provide the revenue needed to invest in pier maintenance. The appropriate mix of commercial to recreational berthing should be re-evaluated seasonally.

-Where recreational berthing does not compete with commercial marine opportunities, dockage and mooring areas should be stabilized and expanded.

-Expand Launch and Haul facilities. Anecdotes expressed during the DART process indicate that congestion at the existing public boat ramp(s) inhibits use of the water by residents. Explore options for active management and or facility expansion to alleviate congestion.

-Explore long-term options for expanding commercial boat yard opportunities.

-Explore "community boating" opportunities for youth sailing, boat sharing, and community boating events (regattas, cardboard boat races, boat parades...) Through fun, family oriented events, create a culture of boating for all incomes and all boating abilities.

-When open space or land becomes available and when redeveloping waterfront property, consider how active use of the water can be expanded through strategic investment.

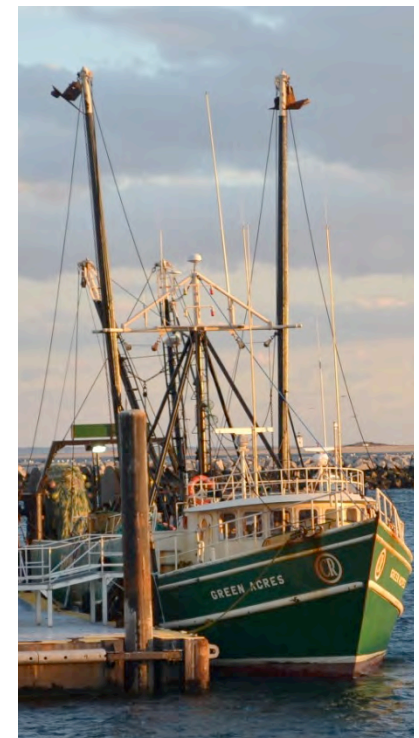
## CREATE A WATERFRONT CENTER

The parking area at the heads of McMillan and Cabral's Piers is a natural place to bring the community together at the Water's edge. The two signature piers additionally ensure that use of the water will be central to all who engage with the space, be they visitors or residents. The design of such a center therefore needs to consider both the people who enter the space as spectators and those who use the piers for marine activity.

Piers are literally roads to the water and need to be treated as transportation infrastructure. Additionally, larger piers support industrial activities that require efficient truck access and large scale maintenance equipment on a regular basis. The market, artists' shacks, and event space suggested herein must anticipate the on-going industrial use and maintenance of the piers. The goal is to create compatibility through sensitive design. Central to such a design will be to work with the management staff and tenants from both piers to understand their needs before designing the Waterfront Center and the extension of Lopes Square.

An additional consideration will be to anticipate how the two piers can work together as separate but complementary facilities. Pier users - pedestrians, vehicles, and vessels - should be able to interact with the Waterfront Center seamlessly. By creating flexible space with movable infrastructure, the Waterfront Center can respond and evolve to realize both land-based and water-based opportunities.

Finally, the design of the Waterfront Center should allow for the expansion of marine activity. Future expansion of transient berthing, public landings, and other potential use of the water should be anticipated. By embracing the low cost, low impact approach described in the "tactical urbanism" suggestions, the Waterfront Center can remain nimble enough to react to opportunities and bounce back from storm related damage.



## WATERFRONT OPPORTUNITIES

Provincetown has so many opportunities to refocus its efforts on the waterfront. In the above report we have focused on:

1. The entranceway to MacMillan Pier as one of the most important if not the most important Provincetown focal point.
2. Reclaiming public access to the shoreline of Provincetown at points where historical rights-of-way create places for people to get to the beach, launch small boats.
3. Understand the waterfront as a place with a long cultural and environmental history, and a rich biodiversity. This access opens a whole new set of potential programming for residents and tourists alike, centered around the beach and the water.

Many people are reasonably concerned about the future of Provincetown's oceanfront as climate change and the on-going process of sea level rise continues to accelerate dramatically over the next 25-100 years. The ocean edge of the city has, in this century and the preceding one, become a kind of "back door" for access to the town -- since most tourists and residents come in and out of town by car. Faster rates of sea level rise create a need to turn and face the ocean and the tides for the future, so that the beach is managed in ways that strengthen protections for oceanfront businesses and prevent flooding.

## THE WATERFRONT CAN BE MORE INVITING, BUT...



TODAY WE HAVE TOO MANY HASTY MISTAKES, SOME OF WHICH ACCELERATE EROSION BY REFLECTING WAVE ENERGY BACK.



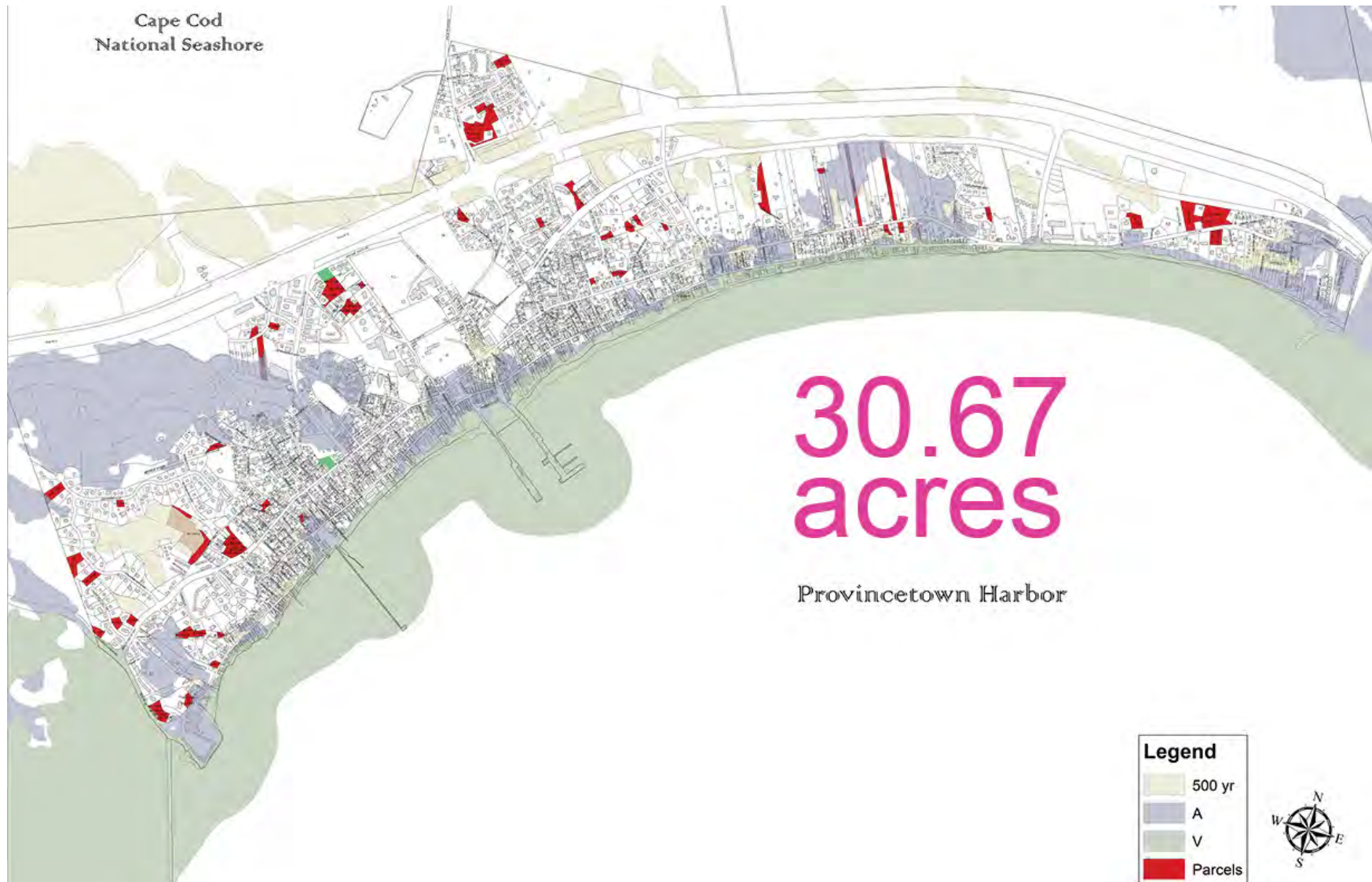


The good news is that natural wind and wave patterns around the Cape are making Provincetown rich in sand. This process is likely to accelerate with a rising sea level, bringing more and more sand via longshore transport to Provincetown Harbor. The Dutch have begun to demonstrate in recent years that this sand is “gold” for coastal protection. When available, it can be used to build dunes and wider, higher beaches that protect against flooding. Buildings may still need to be raised, but these structural improvements would be accompanied by a wider beachfront and dune landscape to make them sustainable over the long term. Provincetown could even become a source of know-how for turning beaches into coastal protection for the whole Northeast, and host a small fleet of dredge boats that take on this work for all the cities and towns that will need it in New England. Sand adaptation strategies are a good example of a “no-regrets” approach that can be altered over time for relatively little cost, unlike rock or concrete structures that may actually increase erosion rates and be maladaptive.

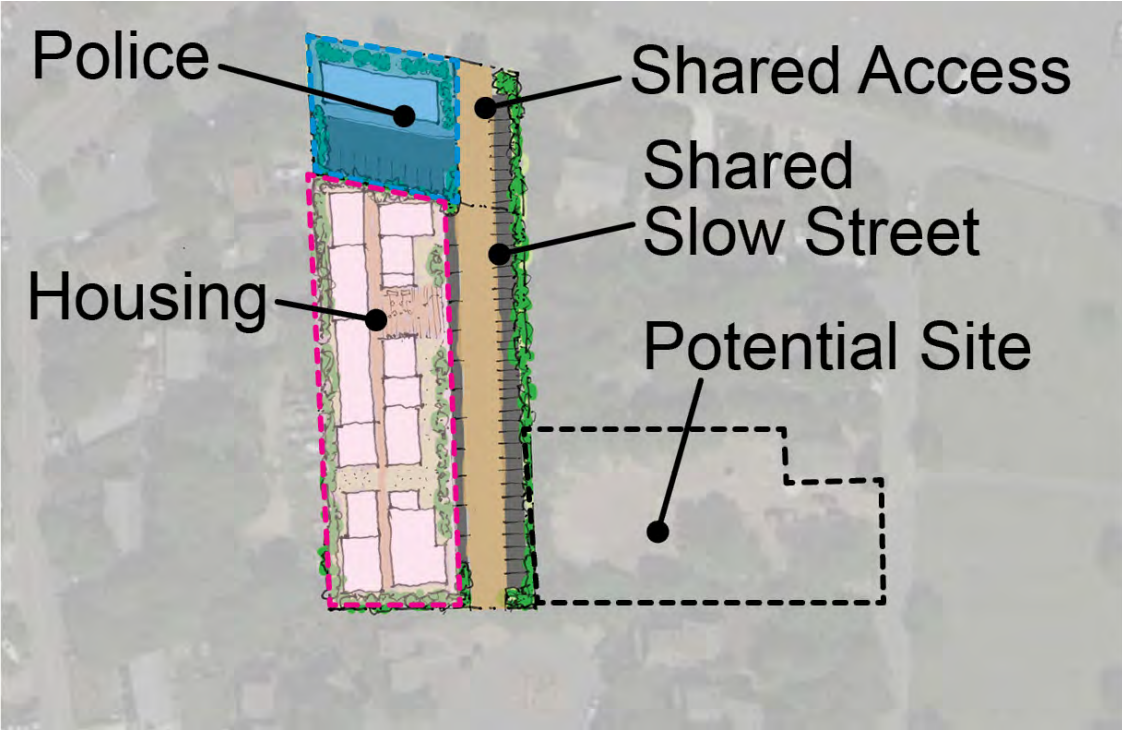
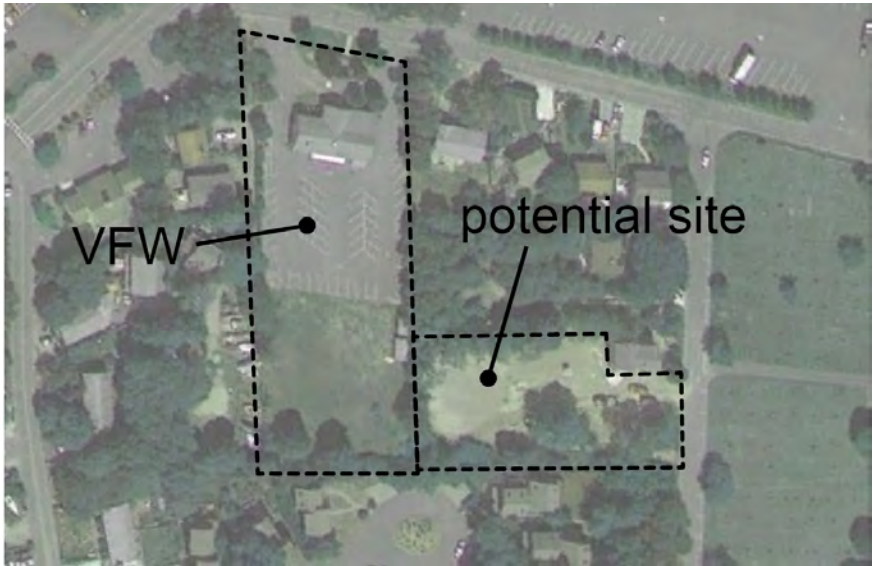




HOUSING OPPORTUNITIES AND THE  
VFW/NEW POLICE STATION SITE



Although Provincetown is geographically a small town, there is still plenty of land available to provide a significant amount of housing. Taking a conservative account of Provincetown soft sites, there is at least 30.67 acres of “vacant and buildable” land in town. More land opportunity likely exists if sites that were not vacant and are under-utilized are considered for potential development. Assuming that the 30.67 acres of land were built out with the same density as downtown (14/acre), over 400 homes can be created. Consider this number in relation to Provincetown’s Housing Action Goal of adding 200 affordable units by 2025. If that same amount of land were developed with more density (28 units/acre), over 850 homes can be created. If that same amount of land were developed with even more density (40 units/acre), over 1200 homes can be created! This density is not unimaginable and would be appropriate (and can even be increased) for most new developments in Provincetown.



The police station is located off of Jerome Smith Road with the housing to the south east. Access to the Police Station and housing is achieved by a shared slow street.

The housing and police station feasibility study of the city-owned VFW site illustrates how this level of density could manifest. The VFW site can be combined with the adjacent vacant site that fronts onto Winslow to create a more efficient, fruitful development.



This quick study assumes the police station fronts Jerome Smith Road with a private parking lot behind it, accommodating around 9 parking spaces for the station. (Currently there are large setbacks required from Jerome Smith Road. Setbacks can be reduced – and this is encouraged – to create more space for the police station).

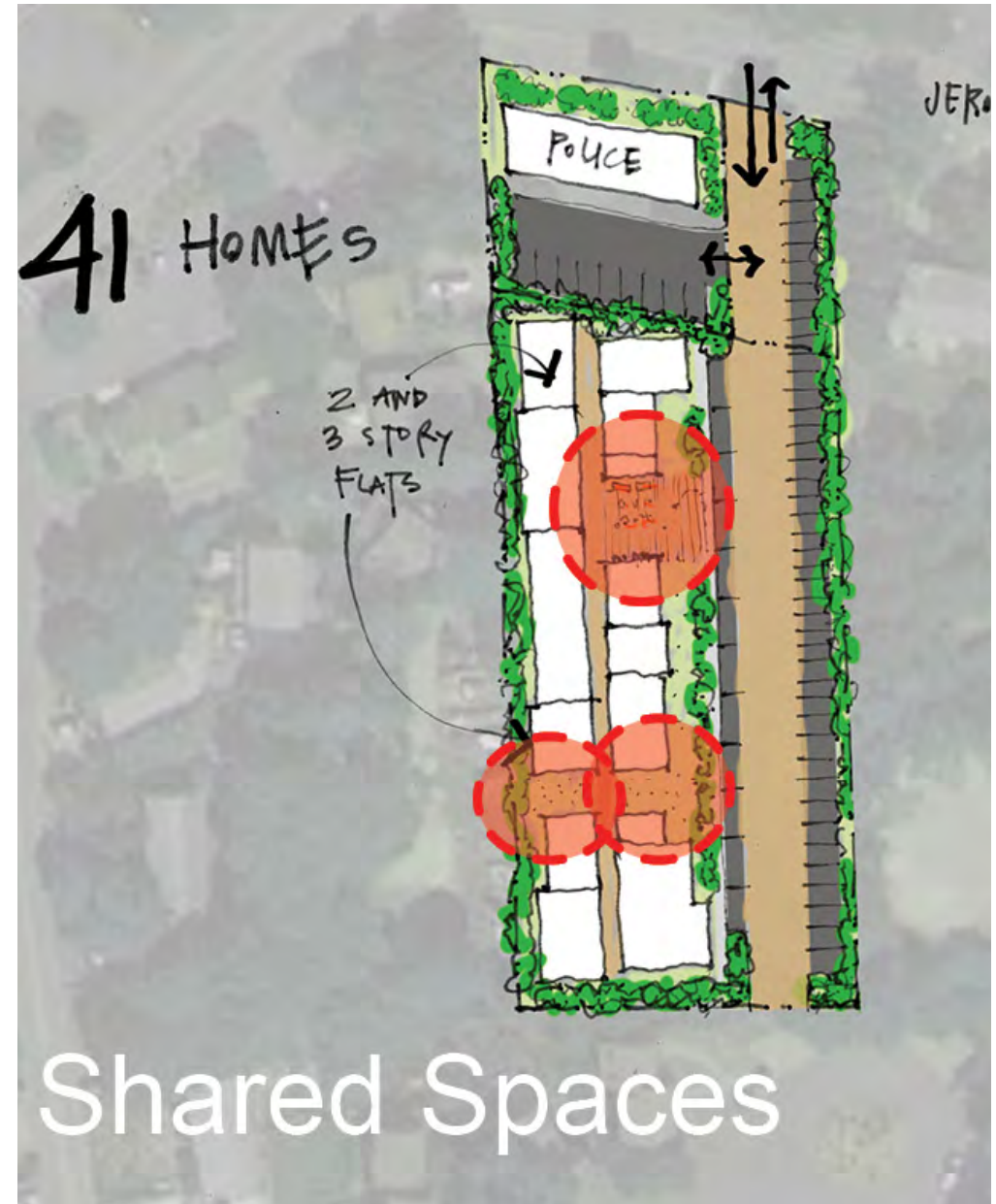
A second means of access to the site will likely be desired by the police and fire departments. If the adjacent site is not acquired, this second means of site access can be achieved from George's Path.





## Shared "Slow" Street

All of the parking for the housing is accessed off of the Shared Slow Street. These streets can be designed as shared spaces and to calm traffic by introducing a variety of elements such as permeable paving, flush curbs, raised speed tables, paint, ample landscaping, and bollards. Employing these design techniques make these spaces safer, more flexible – and your driveway doesn't have to feel like a parking lot! Another advantage of density are the shared spatial resources. Shared spaces build community and expand the conceptual walls of your home.



## Shared Spaces



## Shared Spaces

They can take the form of passive seating amid lush landscaping like this project in Oakland, CA. ([www.dbarchitect.com/PacificCanneryLofts](http://www.dbarchitect.com/PacificCanneryLofts))



## Shared Spaces

This community room spills out onto a common patio surrounded by a play area (as displayed by the gorillas – adults and children alike love them) and community gardens. ([Union City, CA, www.dbarchitect.com/StationCenter](http://www.dbarchitect.com/StationCenter))



## Shared Spaces

A community room can be an art gallery or shared studios as seen here in San Jose, CA. ([www.dbarchitect.com/ArtArk](http://www.dbarchitect.com/ArtArk))

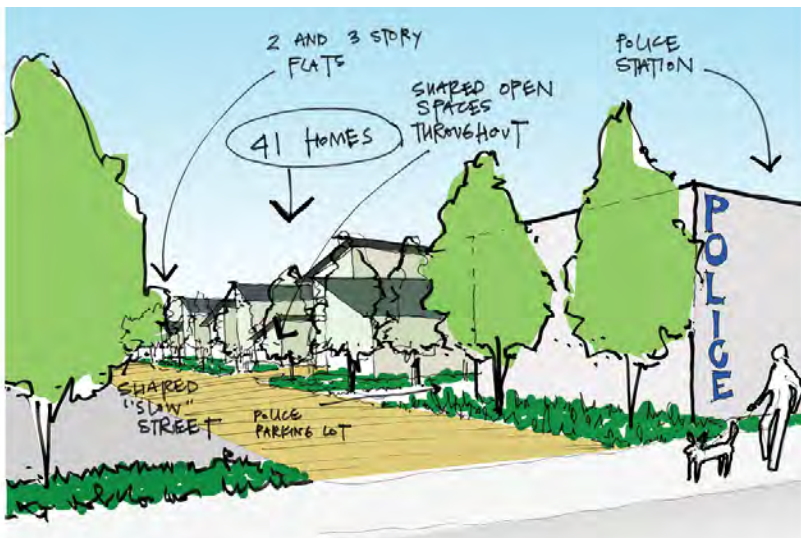


## Shared Spaces

These large spaces can do what your living room can't – host big parties, classes, dinners or be a passive larger-scaled lounge area. ([Union City, CA, www.dbarchitect.com/StationCenter](http://www.dbarchitect.com/StationCenter))



These 41 units are dispersed as a mix of one-, two- and three-bedroom flats along an open-air corridor apartment building. An apartment building is a great tool for providing a lot of housing well – but the buildings don't have to be monotonous and oppressive. They can be wonderful, particularly when a building's mass is dynamic and responds appropriately to its context.



Conceptual Sketch of the VFW Development from Jerome Smith Road.



This affordable housing development in Oakland California is made up of a series of undulating two and three story volumes. Color and material changes are used to further break down the scale of development and bring individuality to each home. (www.dbarchitect.com/Tassafaronga)



Smaller scale volumes can be brought to the street to hid taller volumes farther from view. Here, a cluster of townhouses form a shared open space with an area for grilling, picnicking, and playing. Sustainability Side Note: Water from the town house roofs is captured and funneled into large planters adjacent to each front door. Solar power generates electricity and hot water. (www.dbarchitect.com/Tassafaronga)





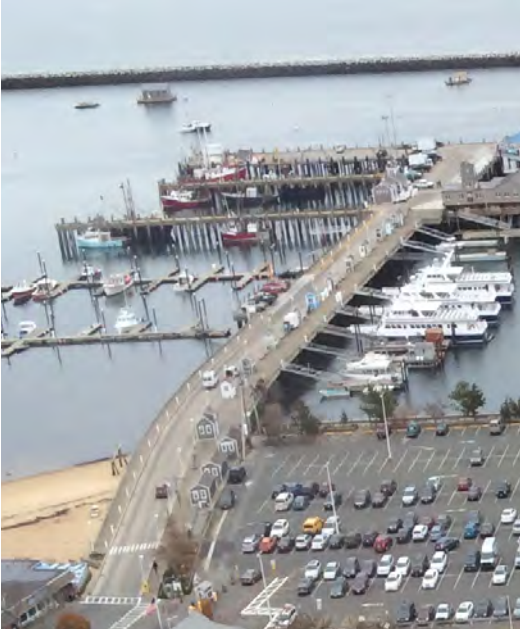
The adjacent site that fronts Winslow would be a wonderful opportunity for Habitat for Humanity. It can easily fit 20 homes with 4 stand-alone cottages and 16 two and three story townhouses. The addition of this site to the VFW site would provide a second means of access for the entire development.



## Habitat for Humanity

Conceptual rendering of a Habitat for Humanity townhouse development in Oakland, CA. It was built!





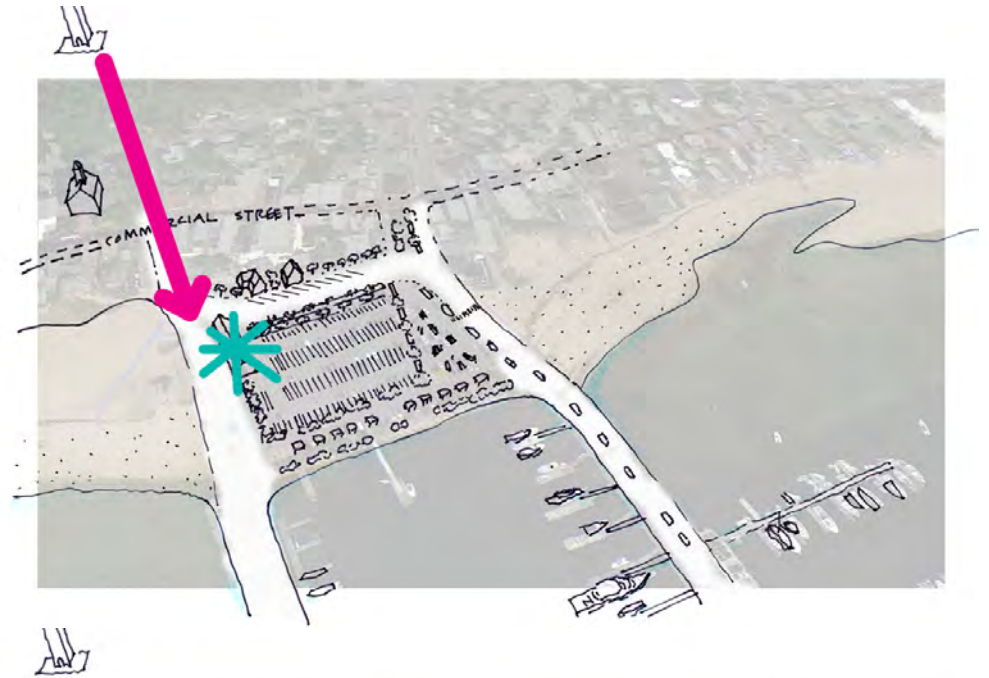
MACMILLAN PIER

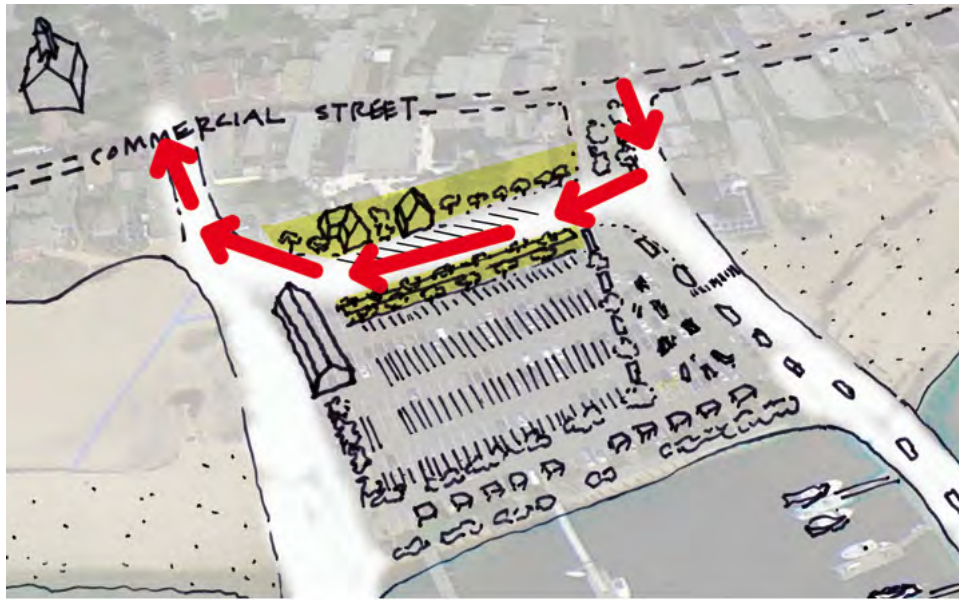


## MACMILLAN PIER

The Municipal Pier Parking Lot is a town jewel, one of the community's most prime pieces of real estate along the waterfront. How a town uses its most treasured land resources says a lot about it. When the DART came to town and listened to what locals believed was the soul of Provincetown, we heard things like culture, diversity, creativity, and fisherman. No one said, "Parking!" So let's make the Municipal Pier (a first impression with some visitors) into a true taste of what Provincetown is about.

There is an existing important civic axis from the Provincetown Monument, to Town Hall, and out to the water. The DART proposes to strengthen that axis with a destination building that highlights the town assets, a (Marine Sanctuary) Visitor's Center.





### MACMILLAN PIER - CIRCULATION

A lot of transit – pedestrian and vehicular - need to move efficiently from Commercial Street through the Pier. Let's embrace this and design for it. Taking a closer look at this area, we propose the following to improve the flow of people and decrease congestion: convert vehicular movement from two-way to one-way (going the same direction as Commercial Street); create more spaces for tourist bus loading and idling; and create a covered accessible passenger loading area connecting the MacMillan Pier to the Visitor's Center.

Opportunities to connect Commercial Street to the waterfront view should be seized. We propose to take advantage of the two vista corridors inherent in the geometries of MacMillan Pier and Lopes Square.

The Art Shacks, a well-loved and successful piece of the existing pier, should be expanded along those two axes all the way to the waterfront and Commercial Street.



More Artist Shacks!

## EXPANDING LOPES SQUARE



Adding Art Shacks in these two directions will expand and define a grander Lopes Square that starts at Commercial Street and terminates at the Fisherman's Memorial on the waterfront.



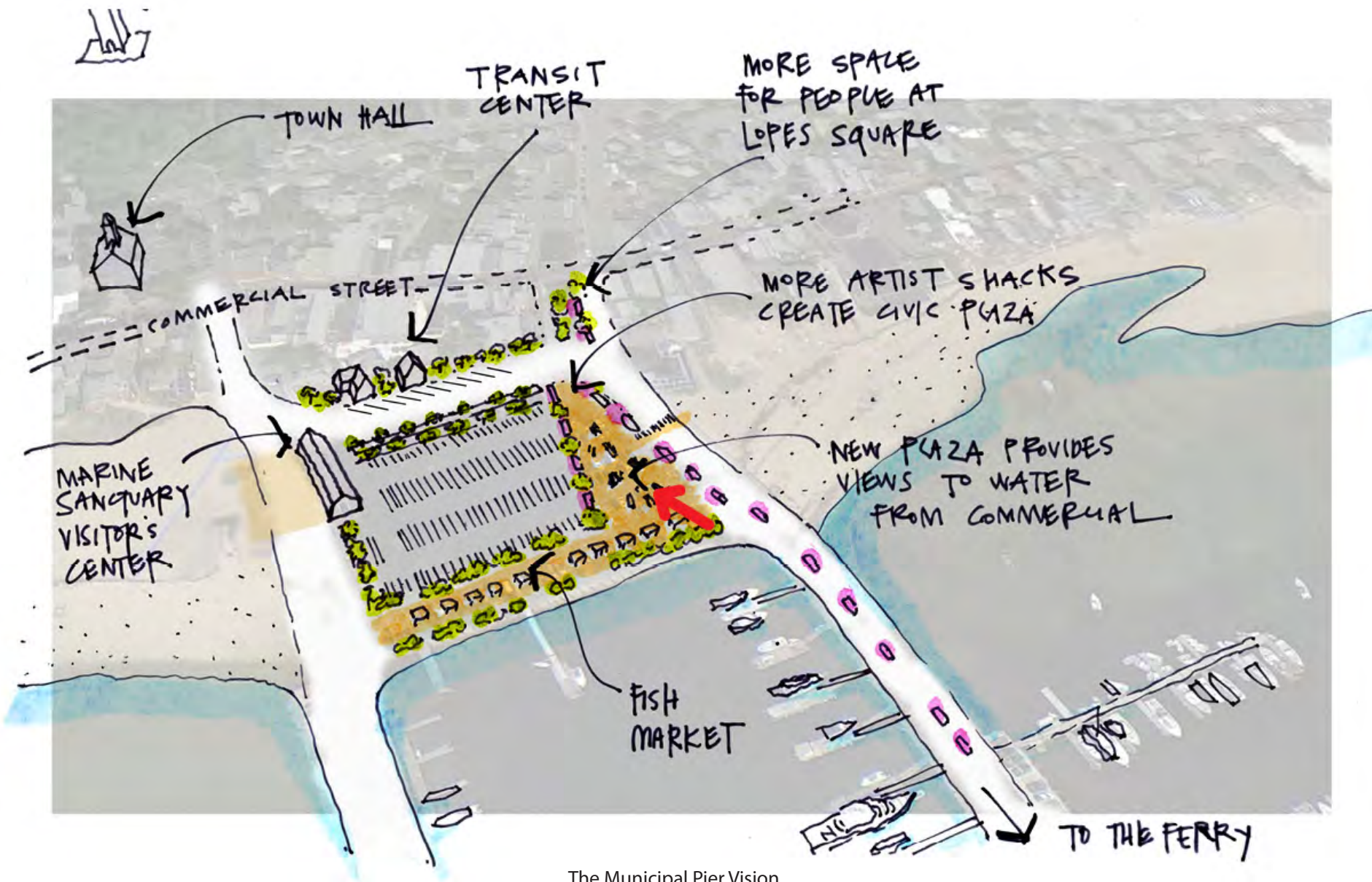
Along the water, a pop-up fish and farmers market would connect the two piers and fully buffer the parking from view. These types of markets are a great fit along the waterfront, being a destination for locals and tourists alike – both the San Francisco Ferry Building and Seattle Fish Market prove this year round. In colder months, the Art Shacks could be used by market vendors if needed.



A conceptual sketch of the Fish Market to the right and Art Shacks to the left, framing the view down MacMillan Pier toward the water.

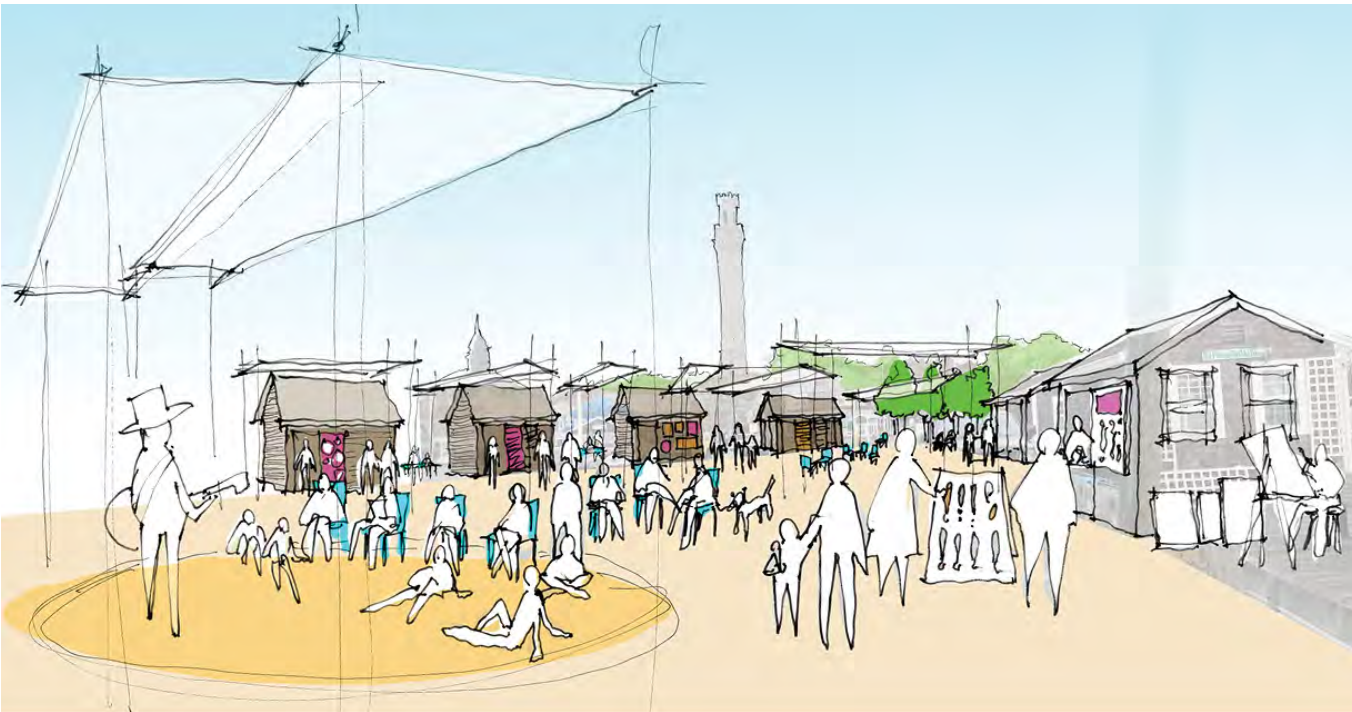


The remaining parking lot area and expanded Lopes Square are opportune locations for events.



The Municipal Pier Vision





The Municipal Pier Vision



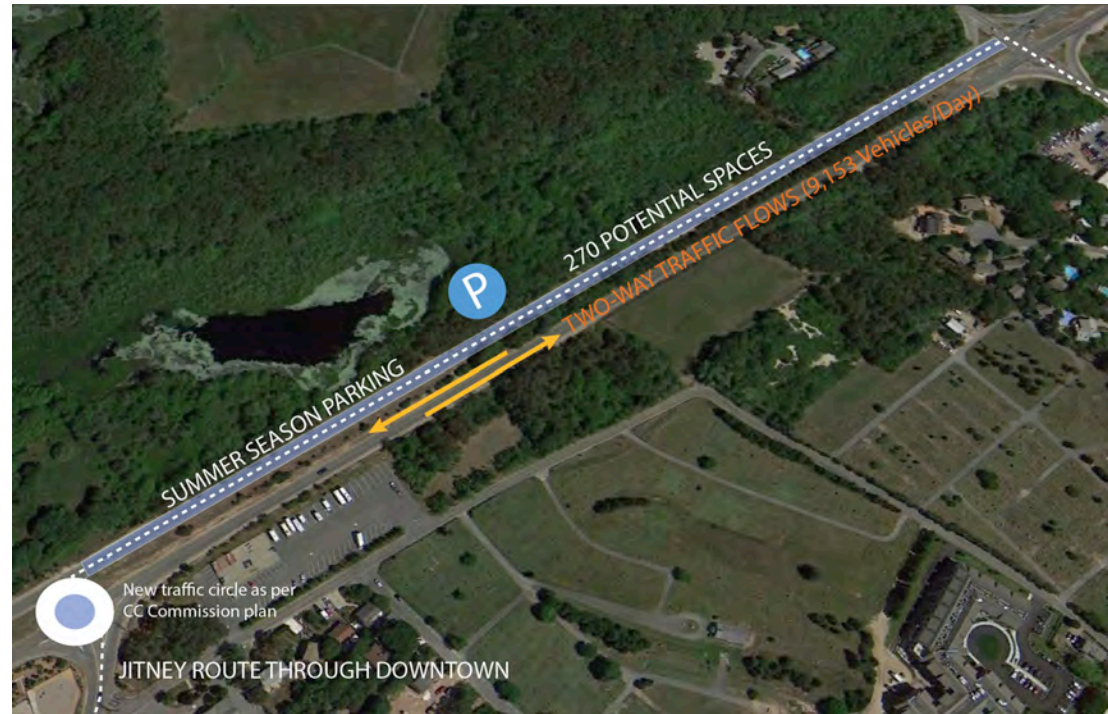
OPPORTUNITIES ABOUND:  
PARKING AND TRANSIT

## PARKING SCENARIOS

As discussed in the preceding section, the entrance to the MacMillian Pier can be redeveloped to be the most important town square in Provincetown, accommodating more vibrancy, event space, and a major new NOAA Stellwagen Banks visitor's center. This most prominent waterfront site would become a gateway to the waterfront and ocean geography that help to make Provincetown unique.

This approach would retain a bare majority of the parking spaces currently on this site, requiring new parking be provided elsewhere to replace lost spaces. There are two especially exciting opportunities for replacement parking.

First, the western section of Route 6 does not have anywhere close to the traffic volume to require that this road be a four lane road. From Race Point Road/Conwell Street west, there is no reason for the road to be more than two lanes, with a total summer volume of approximately 9,000 cars a day (a two lane road with very few curb cuts can over twice this volume). The northerly side of Route 6 should become a two lane highway, under MassDOT jurisdiction. The southerly side could become a service road with 250 parallel or potentially significantly more angled parking spots under town jurisdiction. These spaces could be made available for free to town and businesses employees, as well as to price-sensitive visitors, freeing up critically needed spaces downtown for paying guests.





Rethinking the role of Route 6's excess capacity might also provide the opportunity for an anaerobic digester to generate electricity at or adjacent to the sewage treatment plant to treat sludge, septage (what is pumped out of septic tanks), and food and organic waste.\*

The Provincetown shuttle bus could travel through the site during its rounds or a Provincetown Route 6/Commercial Street transit loop could be developed. Any future bike share program should have a station at Route 6/Shank Painter Road. Even absent any transit improvement, some price sensitive downtown employees would use this site if their employers agreed not to subsidize employee parking downtown during the peak season.

Second, the town should purchase or lease the Duarte Lot if the town determines it can operate the lot in the black. Although the Duarte Lot already provides some parking, re-striping and peak season valet parking can squeeze out additional parking spaces.

Transit, bike share, anaerobic digesters, and perhaps rainwater cisterns installed to store rainwater for irrigation or for flushing toilets can also add to Provincetown's cachet as a green, sustainable and progressive community.



\*The town could look into this technology as a way to handle septage from residential septic systems that are no longer functioning well, or new systems; it could also be used to handle food waste from restaurants, as it is now by the major public utilities in the San Francisco Bay area. Fairhaven, MA, has installed a biogas generating digester for sewage waste in order to improve groundwater quality seeping into Buzzard's Bay. This photo shows a new biogas digester that generates 370 kWh of electricity at a university in Wisconsin, just as an example of the size of these facilities.



TACTICAL URBANISM  
AND MOMENTUM

## GOVERNANCE

In order for Provincetown to achieve success with implementation, it will need to strengthen the community's ability to partner, collaborate and leverage collective resources. Fortunately, the town's sense of community is a critical asset for this task. During the DART public workshops, the team asked residents to define the 'soul' of Provincetown. The responses produced a collective statement about community that was an exemplary representation not only of Provincetown, but something that illustrates the best spirit of America. Resident comments included the following sentiments:

"Despite all the change, Ptown remains the same – it's an attitude. It's a spirit."

"Everyone feels safe here, free from judgment, able to express themselves authentically"

"There is universal acceptance here. There is no requirement to fit in."

"Ptown is a shared experience that binds people together"

It is interesting to note that 21st century Provincetown is fulfilling and expanding the notion of community first articulated at its founding – providing a community citizens are 'safe' to live freely and authentically in their identity. Unfortunately, when discussing town governance, and Town Meeting specifically, the contrast was stark and palpable. Residents characterized Town Meeting as "dysfunctional," and a "war of the worlds." These characterizations speak not to differences in community values, but to frustration with the decision-making process itself. The decision-making structure of Town Meeting creates conflict and division, and is an outdated mechanism for the community to deliberate on its future. While Town Meeting invites all citizens to be involved in decision-making (a laudable goal), it contains the following weaknesses:

- The format of Town Meeting creates conflict, by design. As opposed to the format that facilitated dialogue during the DART process, the format of town meeting is characterized by statements from individuals, not dialogue between them. These kinds of meetings, like typical public hearings, are often given over to extreme viewpoints carried by advocates in favor of a proposal and

- opponents against it, drowning out moderation and compromise by facilitating conflict. As a result, the citizen experience is characterized by sound bytes, grandstanding, and over-heated rhetoric because the format is intentionally about debating an issue rather than having a dialogue. It is about hearing opposing viewpoints and making a decision that creates winners and losers, rather than focusing on common ground that leads to greater understanding and an acceptance for the ultimate decisions that occur. It creates conflict by design. Without the opportunity to converse with one another, mutual understanding cannot occur. In a small town, it can often lead to conflicts that become personal in nature and undermine civic trust. This form of decision-making is completely antithetical to Provincetown's community identity.
- Town Meeting represents a laudable attempt to involve all citizens in decision making, but as a process it is incredibly inefficient at performing in a way that serves citizens and the town best. The format requires citizens to all be physically present at the same time, in a community that has a seasonal population flux. In the 21st century, it represents an outdated mode of decision-making. The goal of involving all citizens in town decision-making should be carried over into modern forms of process.
- Empowering all of Provincetown's citizens as the decision-makers is also creating an "information premium." In Strong-Mayor or Council-Manager forms of government, for instance, a small representative elected body is charged with making decisions in the public interest – in those cases a body of less-than-fifteen people must be informed and educated about the pros and cons of an issue. However, in a Town Meeting format, all citizens must have early access to unbiased information about the issue in order to participate meaningfully in making an informed decision. The Town Meeting format encourages advocates and opponents of an issue to provide biased information in an attempt to persuade voters, and the lack of unbiased information has led to confusion, conflict, and frustration from citizens. This dynamic once again undermines civic trust.

- The current structure of Town Meeting is further weakened by its emphasis on citizen participation at the end of a process of decision-making, rather than in the formative stages. Having the point of public participation earlier in the town’s deliberative process – on the front end, where community values and collective visions can be discussed – would go a long way toward building trust, having more efficient public processes, building collective understanding of the issues that is shared by all citizens, and reducing uncertainty and conflict.
- The current decision-making process leads to unpredictable outcomes and creates a “high risk” investment environment for businesses, developers, and other interested parties that may consider investing in Provincetown. It is in the town’s long-term interests to reform the process in order to produce a more favorable business climate and strengthen the civic fabric of Provincetown in the process.



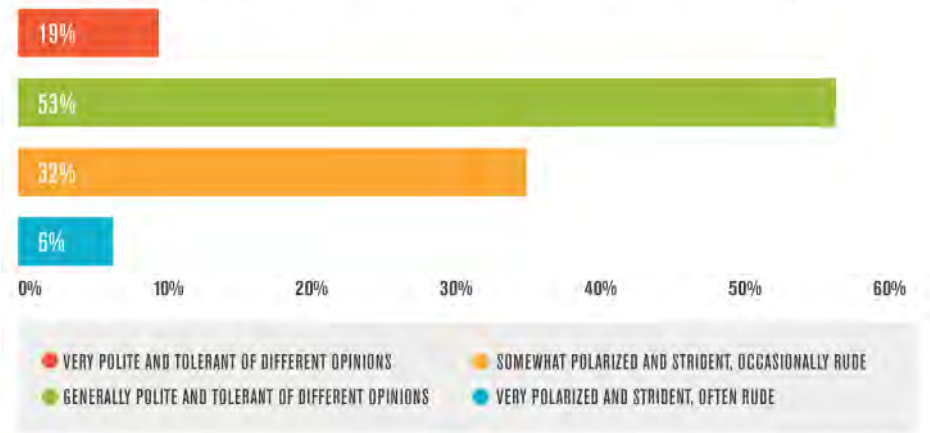
### PROVINCETOWN’S CHALLENGES ARE NOT UNIQUE

While the Town Meeting form of governance is unique to the northeast, jurisdictions all over the country are experiencing the same challenges as Provincetown regarding the decision-making process. Our local government decision-making processes are largely outdated and in need of reform in order to meet the public expectations of the 21st century. In fact, a 2013 poll by the International City/County Management Association (ICMA) of local government officials found widespread challenges in jurisdictions across the United States.

The findings of the ICMA State of the Profession survey included the following assessment:

“Close to 40 percent of ICMA survey respondents described the civic discourse in their community as “very polarized and strident, often rude” or “somewhat polarized and strident, occasionally rude.” Respondents in the New England division show the highest percentage (45 percent) reporting civic discourse in their community as “very polarized and strident, often rude” or “somewhat polarized and strident, occasionally rude,” as did 44 percent of respondents in those communities with the town meeting form of government.”

**Figure 2.** Percent of Respondents Who Described Civic Discourse in Their Community.



ICMA 2014 Survey

Provincetown, like other jurisdictions, will need to adjust to public expectations by working with the community to modernize the public decision-making process with tools that focus on collaboration and dialogue rather than the traditional tools (hearings, polls, Town Meeting) that create artificial conflict. The answer to these challenges lies more with process orientation than with addressing any perceived endemic conflicts. The team found that citizen values and priorities were well-aligned. Conflict in Provincetown is largely a product of current decision-making processes that are focused solely in “problem-solving” and missing important values and vision frameworks. In moving from conflict to collaboration, the key focus should be on involving citizens on the front end of public deliberations process, making decisions that are values-based, and having them occur within the context of a collectively shared vision for the future. A 2012 public opinion poll by the American Planning Association (APA) illustrated the public expectations today. As the APA reported, “More than 50 percent of respondents want to personally be involved in community planning efforts, including more than half of Democrats, Republicans, and independents as well as majorities of urban, suburban, and rural respondents.”

## RECOMMENDATIONS

### Convene a Visioning Process

“Without a Vision, the People Perish”-Proverbs

The team found that Provincetown citizens have a clear yearning to build a collective vision for the future of town. The town faces some significant challenges with housing, climate change adaptation, infrastructure, and economic revitalization, but they are all tied to Provincetown’s future identity and its citizens’ collective ability to hold a shared vision and work on partnerships together to fulfill it. With the town preparing to update its comprehensive plan, the timing is perfect for a visioning process to lead and inform future decisions and set direction for Provincetown moving forward. Having a well-articulated vision will set the table for collaboration and partnerships in implementation. First and foremost, the town should consider a visioning process that engages the entire community in a meaningful way.

### Convene a Citizens Advisory Group on Town Meeting

Provincetown should convene an advisory group on Town Meeting whose goal should be to guide reform of the process to be more efficient, collaborative, productive and predictable. The collaboration should combine a cross-agency team from inside local government with a citizens group using a Community Advisory Board structure or similar model. Use the resources and examples within this section to help inform the design and structure of the group.

### Consider Forming a Non-Profit Civic Organization

In the mid- to long-term, Provincetown should consider forming a non-profit civic organization to convene, inform, lead, program, facilitate, partner, build capacity in the community. Having a third-party convening organization trusted by citizens will serve the community well in increasing participation and building trust and capacity moving forward.

### Build Momentum with short-term projects

Let vision drive action. Build Momentum for implementation by integrating projects in a community-driven process. Start now, with small projects, and build momentum toward big projects.





## RESOURCES AND MODELS

There are several resources Provincetown can utilize as it implements the team's recommendations.

### Making Public Participation Legal

In 2013, a Working Group on Legal Frameworks for Public Participation produced a guide that includes a model local ordinance and model amendment to state legislation as well as sample charter language, policy options and other resources to help jurisdictions update their legal framework and infrastructure for public participation. This guide would suit Provincetown's reform of Town Meeting well.



### IAP2 Spectrum and Core Values

The International Association for Public Participation's (IAP2) "Spectrum for Public Participation" and Core Values are internationally accepted tools to produce quality public participation. Adopting these tools within Provincetown's updated decision-making methods would help improve future processes.

### The Civic Index

The National Civic League developed the Civic Index as a community assessment tool to measure key components of civic infrastructure. Dozens of communities have utilized this tool as a part of a visioning exercise with their citizens, and it could be utilized in Provincetown's work on decision-making and visioning moving forward as well.



## EXAMPLE: WHAT'S NEXT ALEXANDRIA

For years, Alexandria, Virginia faced challenges with controversies about its built environment. As a response to the declining quality of public dialogue and the state of the decision-making process, as well as citizen satisfaction levels with it, the city embarked on an effort to co-design a new process. The called the effort What's Next Alexandria, which was described as follows:

"What's Next Alexandria is a community conversation about civic engagement and planning for the future -- and how Alexandrians can best participate in the public decisions that shape the City. In this process, community members worked together to reach agreement on the principles that will guide civic engagement and planning in Alexandria. You will first see these principles applied to decisions about growth and transportation because these issues are among our most controversial, but they will also be used to meaningfully involve Alexandrians in decisions about all of the issues facing our City."

The integration of city staff and citizen contributions was an explicit goal of the initiative:

"We know that collaboration between community members and city government leads to better results than either working in a vacuum. One without the other misses out on a whole range of good ideas. More importantly, public decisions that are developed collaboratively produce better results and better stand the test of time. The What's Next Alexandria initiative focused on understanding how to use civic engagement to improve this kind of collaborative give-and-take that will always be more effective than community members or City staff working alone."



The poster features a teal background with a large orange speech bubble containing the text "WHAT'S NEXT ALEXANDRIA". Below the speech bubble, the question "Will you join the conversation?" is written in white. The bottom section of the poster is divided into two columns. The left column has an orange background and contains text about the process and an invitation to a final dialogue. The right column has a teal background and contains a vertical timeline of events, including a poll, three community dialogues, and online interaction periods. A QR code is located in the bottom left corner of the orange section.

**What's Next Alexandria** is a process where together we have been working to strengthen and improve public participation in Alexandria by developing civic engagement principles, framework and outreach strategies. Already, more than 2000 people have participated online and in the first three Community Dialogues.

**On June 24th, join fellow community members at the final Community Dialogue** to discuss the draft Civic Engagement handbook, celebrate its completion, and develop an outreach network and strategies for future engagement.

For more information, including an agenda for June 24th, go to: [Alexandriava.gov/WhatsNext](http://Alexandriava.gov/WhatsNext) or call 703.746.3855.

**4th COMMUNITY DIALOGUE**  
Monday, June 24th, 7 p.m.  
First Baptist Church Activity Center  
2932 King Street, Alexandria  
Transit: DASH bus AT-5 and AT-6 or Metrobus 28A  
Parking is available - carpooling is encouraged  
For assistance with rides and carpooling, call Katherine Carraway at 703.746.3855  
Childcare and simultaneous Spanish translation will be provided

**POLL**  
September - October 2012

**1 COMMUNITY DIALOGUE 1**  
November 15, 2012  
Online Interaction and refinement  
January 4 - 14, 2013

**2 COMMUNITY DIALOGUE 2**  
Refine and confirm civic engagement principles and create process framework  
January 29, 2013  
Online Interaction and refinement  
March 19 - April 9

**3 COMMUNITY DIALOGUE 3**  
April 30, 2013  
Online Interaction and refinement  
June, 2013

**4 COMMUNITY DIALOGUE 4**  
June 24th, 2013

**NEXT STEPS**

The integration of city staff and citizen contributions was an explicit goal of the initiative:

“We know that collaboration between community members and city government leads to better results than either working in a vacuum. One without the other misses out on a whole range of good ideas. More importantly, public decisions that are developed collaboratively produce better results and better stand the test of time. The What’s Next Alexandria initiative focused on understanding how to use civic engagement to improve this kind of collaborative give-and-take that will always be more effective than community members or City staff working alone.”

The team is not suggesting that Provincetown adopt this model wholesale, but is recommending that you consider adapting the model to a uniquely local initiative that fits your culture. Part of the Alexandria effort included co-development of a protocol that is captured in the “What’s Next Alexandria Handbook for Civic Engagement.” Reviewing this material could help inform Provincetown’s efforts. As the Handbook explains, “The Civic Engagement Principles and Handbook establishes a foundation that sets forth the process and guidelines for involving the community in the decisions that affect them.”

What’s Next included a multi-faceted variety of engagement components, including a community poll, presentations, and four Community Dialogues to collaborate on improving the City’s public participation process, including development of principles of engagement and a framework for the planning process. The entire history of this effort, including every component of it, every memo, citizen input and final products, is posted on the city website. It is a great model for Provincetown to learn from as it applies its own model.



### Utilize Technology to Expand Participation

Provincetown faces some unique challenges in involving citizens effectively given that it has significant seasonal population changes. The town should think about how it can use simple technological tools to reach seasonal residents more effectively and expand participation. For instance, Alexandria developed “AlexEngage,” an “online forum for civic engagement, which builds on the “What’s Next Alexandria?” civic engagement framework adopted by Alexandria City Council.” When AIA sent a team to Seabrook Island, South Carolina – an over-55 community with a seasonal population – an entire team of seniors served as bloggers and online engagement volunteers during the process. In Auckland, New Zealand, officials have placed signs up in critical sites where future decisions are being considered, inviting residents to use UPC codes to access their online input webpages and provide contributions. The possibilities are endless and do not have to be expensive or sophisticated to be effective. Leveraging 21st century tools to expand participation and inform decision-making further should be a critical component of Provincetown’s public participation framework.



Auckland, NZ

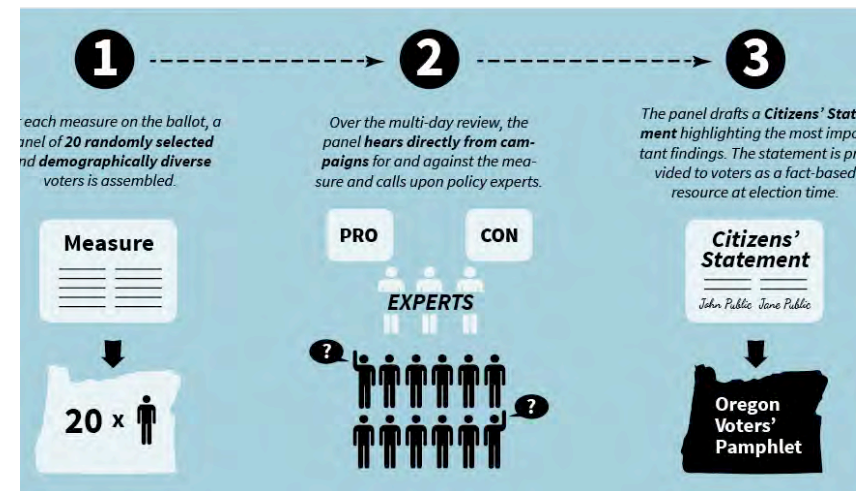
### Information Model – Citizens’ Initiative Review, Oregon

A citizens’ jury model could serve Provincetown well in improving the quality of information available to citizens prior to Town Meeting. A related model exists in Oregon, where information about state ballot measures used to be subject to significant misrepresentation and confusion. Oregon initiated the “Citizens’ Initiative Review” process as a response. The process is administered by an independent non-profit organization, Healthy Democracy. Here is how the process is described:

“The Citizens’ Initiative Review is a proven way of publicly evaluating ballot measures so that voters have clear, useful, and trustworthy information at election time.

During the Citizens’ Initiative Review, a panel of randomly-selected and demographically-balanced voters is brought together from across the state to fairly evaluate a ballot measure. The panel hears directly from advocates for and against the measure and calls upon policy experts during the multi-day public review.

## Citizens’ Initiative Review: *How It Works*



## BUILDING MOMENTUM WITH TACTICAL URBANISM

The key to success for Provincetown moving forward will be how well the community can build momentum by identifying and collaborating on small projects that can pave the way for ever-increasing investments which move the community closer to its vision for the future. In the field, the term 'tactical urbanism' has been used to describe such small projects. What follows are a series of examples of community projects that illustrate the kinds of things Provincetown can consider moving forward.



Public space making doesn't have to be hard, time-intensive, and expensive. A little can go a long way to test out ideas for the parking lot. 'Tactical Urbanism' – inexpensive, individual projects that make public places more lively and enjoyable – is an ideal strategy to get started almost immediately. This parking lot was transformed into a plaza with paint, furniture made from pallets, and community sweat equity.



This band shell is made out of entirely repurposed materials and can be assembled, moved, and reassembled. The blow up furniture (known as Bushwaffles) soften the hard urban environment and sets up opportunities for social interaction. Both projects by Rebar (<http://rebargroup.org/>)



Paint can define and enliven an otherwise blank asphalt surface.



Inexpensive lawn chairs, flexible open space, and an event (a movie, concert) can transform from a space previously only for cars, into public pedestrian space.



In New York City, the signature lawn chairs on Bryant Park's green are constantly moved around to accommodate social needs.



The same Bryant Park becomes an ice rink in the winter.

## SMALL ACTIONS ADD UP

In December, the New York Times recognized Philadelphia as one of its "Places to Visit in 2015", noting all of the city's seasonal pop-up parks that have activated the city and made it a fun place for residents and visitors alike. For more resources on Tactical Urbanism, download [Tactical Urbanism 2: Short-Term Action, Long Term Change](#).

## EXAMPLES FROM DESIGN ASSISTANCE COMMUNITIES

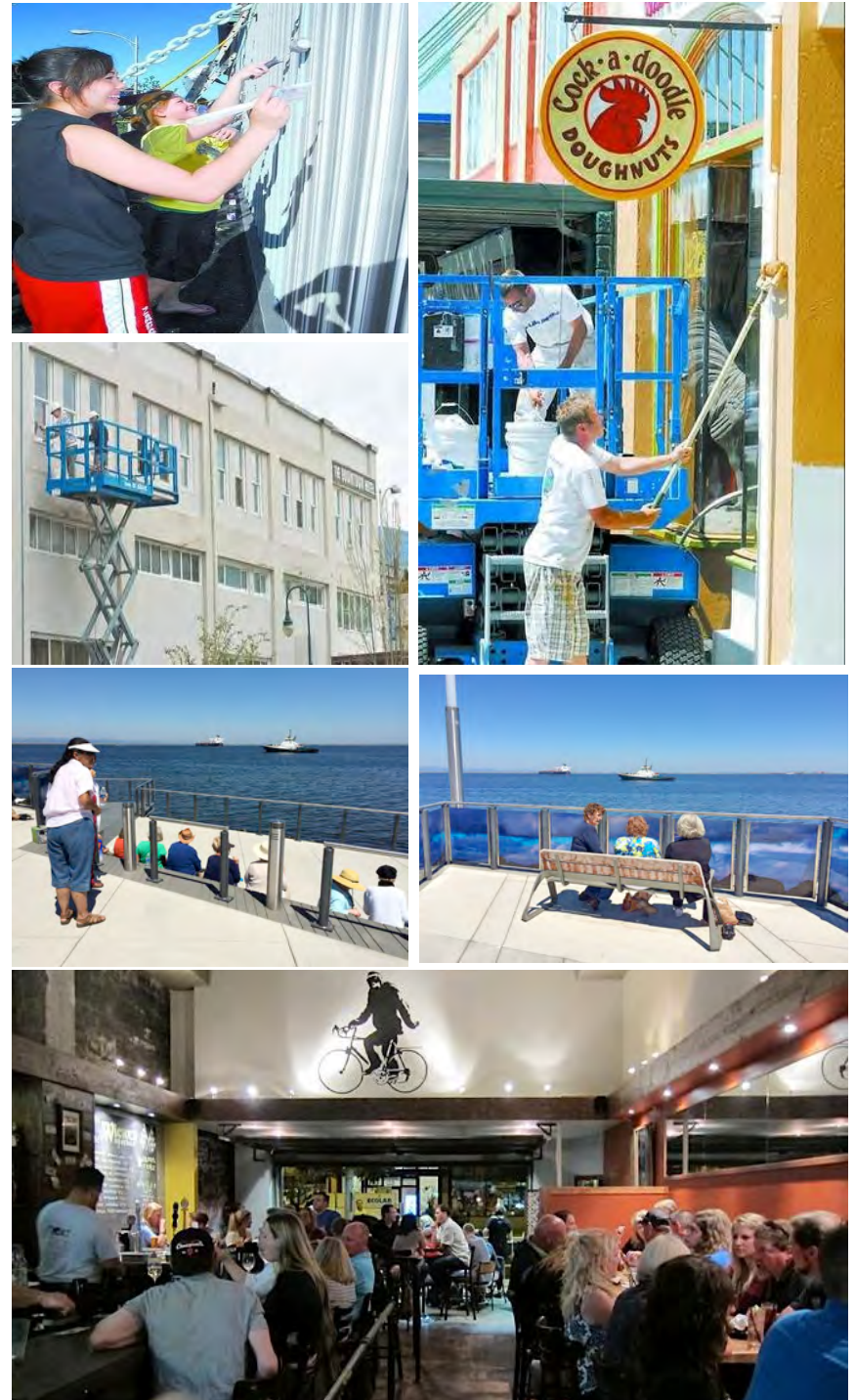
The team felt it would be instructive to offer a couple case studies from the design assistance experience which can help inform the implementation process for Provincetown. Each case reinforces the preceding framework described for the town, as each community has overcome challenges with scarce public resources by engaging the whole community in the process of implementation successfully.

Port Angeles, Washington (pop. 17,000)

Building Community Pride through a Public Revitalization Process

Port Angeles, Washington provides an example of how to inspire pride in change by creating a truly public revitalization process. Their success has been built around involving everyone in the process. In 2009, Port Angeles hosted an SDAT to focus on downtown revitalization and waterfront development. Port Angeles had suffered declining fortunes as the result of mill closures and reduced productivity from natural resource industries. The three-day charrette process created enormous civic energy to pursue a vision for the city's future. "Just two weeks after the SDAT presented more than 30 recommendations, the Port Angeles Forward committee unanimously agreed to recommend 10 of those items for immediate action," said Nathan West, the City's Director of Community and Economic Development. "Public investment and commitment inspired private investment, and, less than a month later, the community joined together in an effort to revamp the entire downtown, starting with a physical face-lift. Community members donated paint and equipment, and residents picked up their paint-brushes to start the transformation."

During the first summer of implementation, over 43 buildings in the downtown received substantial upgrades, including new paint and other improvements - implemented with over \$65,000 in volunteer labor. This effort led to a formal façade improvement program that extended the initiative exponentially. The city dedicated \$118,000 in community development block grants (CDBG) for the effort, which catalyzed over \$265,000 in private investment. The city also moved forward with substantial public investment in its waterfront, which had a dramatic impact in inspiring new partnerships and private investment. Five years later, the town had over \$100 million in new investments, and many new businesses located in its downtown., because early actions built momentum for private investment.



Newport, Vermont (pop. 5,000)

In 2009, Newport, Vermont brought a Design Assistance Team to town to help build a revitalization strategy. Patricia Sears, the Executive Director of the Newport Renaissance Corporation, described the town's dilemma a few years ago: "We were the last city in Vermont to achieve downtown designation from the state. We had some of the highest unemployment in the state. We decided we were done being last. We decided, 'we are going to be first.'" Newport hosted the first R/UDAT in state history. Hundreds of residents and stakeholders participated in the process. As Mayor Paul Monette said, "it wasn't the usual political process. Everyone was heard during the R/UDAT."

Within two years of the project, the R/UDAT had built so much momentum that the town had over \$250 million in new and pending investment, including 2,000 new jobs in a town of just 5,000 – an incredible achievement in the midst of a severe national recession. Like Port Angeles, Newport was able to achieve success through broad partnership and involvement. It also leveraged small actions to build momentum for larger investments. For example, the R/UDAT team included a recommendation to create a community garden downtown, something that has been suggested for Springfield as well. Newport created a community garden with over 32 organizational partners. They took advantage of existing capacity – a downtown parking lot that was donated – and not only created a garden, but programmed it to have a transformational impact.

Out of the community garden, the "Grow a Neighborhood" program was created, teaching neighborhood residents about urban agriculture, providing space for family plots, and engaging local restaurants in a farm to table initiative. Six new restaurants opened in the downtown during the first two years of implementation. Newport also took advantage of widespread community participation in the R/UDAT to engage citizens in code changes, designing a participatory process to create the first form-based code in the state. New investments include boutique hotels, a tasting center featuring regional agriculture, and a waterfront resort. The city also created the state's first foreign trade zone, attracting a Korean biotechnology firm and other businesses.

The City has undergone a fundamental shift in its thinking since the R/UDAT process. In 2009, the public dialogue was dominated by nostalgia about the city's past. As one resident exclaimed, "I've seen

Newport come, and I've seen it go." Two years later, the team conducted a follow up visit to assess progress in the community. As the Mayor stated, "I attribute our success to the successful design assistance process in 2009 followed by the great public/private partnerships which have developed." The sense of change reaches all levels of the community. A citizen described the civic "attitude adjustment" that had occurred: "When you have people working together, things can happen and do happen. That's the most important change that has occurred – a change in attitude. All of a sudden, nothing is impossible." Today, communities across New England are visiting Newport to learn the 'secrets' of its success.

#### APPLICATION TO PROVINCETOWN - ADAPT, NOT ADOPT

The team sees the same potential in Provincetown that it found in the preceding community examples. By engaging the whole community in the effort, working together and partnering to implement the recommendations, Provincetown can experience significant success too. The town can build incredible momentum by starting now with small steps that catalyze larger and larger investments over time.





APPENDIX 1:  
DESIGN ASSISTANCE

## THE DESIGN ASSISTANCE PROGRAM

With nearly 300 state and local chapters and over 80,000 members, the American Institute of Architects serves as the voice of the architecture profession and the resource for its members in service to society. The AIA has a 45-year history of public service work. Through the Center for Communities by Design, the AIA has engaged over 1,000 professionals from more than 30 disciplines, ultimately providing millions of dollars in professional pro bono services to more than 200 communities across the country, and engaging thousands of participants in community-driven planning processes. Its projects have led to some of the most recognizable places in America, such as the Embarcadero in San Francisco and the Santa Fe Railyard Redevelopment. In 2010, the AIA received the Organization of the Year Award from the International Association for Public Participation (IAP2), recognizing its program impact on communities and contributions to the field.

- Regional and Urban Design Assistance Teams (R/UDAT): Created in 1967, the AIA's R/UDAT program pioneered the modern charrette process by combining multi-disciplinary teams in dynamic, multi-day grassroots processes to produce community visions, action plans and recommendations.
- Sustainable Design Assessment Teams (SDAT): In 2005, in response to growing interest and concern about local sustainability planning, the AIA launched a companion program to the R/UDAT that allowed it to make a major institutional investment in public service work to assist communities in developing policy frameworks and long term sustainability plans. During the first 7 years of the SDAT program, the Center for Communities by Design has worked with over 50 towns, cities and regions.
- Design and Resilience Teams (DART). In 2014, AIA launched the DART pilot program with a narrower focus on resiliency in cooperation with the New England Municipal Sustainability Network (NEMSN), a network of municipal sustainability directors and professionals. DARTS expand the strong focus R/UDATS and SDATs already have on resiliency. Two communities participated in the pilot program.



The Center's Design Assistance Team programs operate with three guiding principles:

- Multi-disciplinary Expertise. Each project is designed as a customized approach to community assistance that incorporates local realities and the unique challenges and assets of each community. As a result, each design assistance team includes a multi-disciplinary focus and a systems approach to assessment and recommendations, incorporating and examining cross-cutting topics and relationships between issues. In order to accomplish this task, the Center forms multi-disciplinary teams that combine a range of disciplines and professions in an integrated assessment and design process.
- Enhanced Objectivity. The goal of the design assistance team program is to provide communities with a framework for action. Consequently, each project team is constructed with the goal of bringing an objective perspective to the community that is outside of the normal politics of public discussion. Team members are deliberately selected from geographic regions outside of the host community, and national AIA teams are typically representative of a wide range of community settings. Team members all agree to serve pro bono, and do not engage in business development activity in association with their service. They do not serve a particular client. The team's role is to provide an independent analysis and unencumbered technical advice that serves the public interest.
- Public Participation. The AIA has a four-decade tradition of designing community-driven processes that incorporate substantial public input through a multi-faceted format that includes public workshops, small group sessions, stakeholder interviews, formal meetings and presentations. This approach allows the national team to build on the substantial local expertise already present and available within the community and leverage the best existing knowledge available in formulating its recommendations.



APPENDIX 2:  
TEAM ROSTER

## DART TEAM



Wayne Feiden, FAICP  
Team Leader  
Northampton, Massachusetts

Wayne Feiden is Director of Planning and Sustainability for Northampton, MA. He led that city to earn the nation's first 5-STAR Community rating for sustainability and the highest "Commonwealth

Capital" score, the former Massachusetts scoring of municipal sustainability efforts, as well as "Bicycle-Friendly," "Pedestrian-Friendly," "APA Great Streets," and "National Historic Trust Distinctive Communities" designations.

Wayne's professional focus includes downtown revitalization, multi-modal transportation, and open space preservation. His research and lecture focus is downtown revitalization, revitalizing small post-industrial cities, sustainability and assessing sustainability, and professional practice. He is adjunct lecturer at the University of Massachusetts, teaching planning law and planning tools. Wayne is a regular contributor to the American Planning Association Planners Advisory Service Reports, with monographs on Management of Local Government Planning, Assessing Sustainability, Planning Issues for Onsite and Decentralized Wastewater Treatment, and Performance Guarantees.

Wayne has led or served on 24 American Institute for Architects design assessment teams. He has also served on numerous additional assessment efforts from Vermont to Puerto Rico to Haiti to Hungary. Wayne's Eisenhower Fellowship to Hungary and Fulbright Specialist fellowships to South Africa and to New Zealand all focused on urban revitalization and sustainability. He is a fellow of the American Institute of Certified Planners, Honorary member of Western Mass AIA, earned professional planner and advocacy planner awards from APA-MA, and American Trails Massachusetts Trails Advocacy Award.



Kristina Hill, PhD  
Urban Design & Climate Change  
Berkeley, CA

Kristina Hill is an associate professor at the University of California, Berkeley. Professor Hill's work addresses urban ecological dynamics in relationship to physical design and social justice issues. Her primary area of work is in adapting urban water systems to the

new challenges associated with climate change. Professor Hill helped to develop ideas for new water-system approaches to support salmon health in the Pacific Northwest. Her involvement as a citizen in urban-system advocacy led her to serve as the head of a transit agency in Seattle, after helping to found that agency as a volunteer board member. Professor Hill's work in urban design is currently focused on New Orleans, where she is a member of the Dutch-American engineering and design team that is developing that city's new water management strategy. She is also currently collaborating with colleagues in The Netherlands to understand coastal sand transport and the potential for lower-cost, dynamic designs to help secure coastal communities as sea levels rise.

Professor Hill lectures internationally on urban design and ecology, and served as chair of the Landscape Architecture Department at the University of Virginia from 2007-2010. Her book *Ecology and Design: Frameworks for Learning* was published by Island Press in 2002, and her current book project is focused on adapting urban waterfronts to climate change. She received her Ph.D. from Harvard University, and was a member of the faculty at the Massachusetts Institute of Technology, the University of Washington in Seattle, and the University of Virginia before coming to California. She was honored as a Fellow of the Urban Design Institute in New York, and has conducted research in Stockholm, Sweden, as a Fulbright Scholar.



Bill Needelman, AICP

Waterfront

Portland, ME

In December of 2013, the City of Portland, hired Maine Bill Needelman, AICP, as the City's first Waterfront Coordinator. Prior to taking on the new position,

Bill worked for 14 years with the City's Planning and Urban Development Department. While with the City, he has worked with numerous waterfront planning initiatives ranging from small development permits to neighborhood-scaled master plans. Signature projects in Bill's portfolio include the Eastern Waterfront Master Plan, infrastructure planning for Ocean Gateway international marine passenger terminal, redevelopment planning for the city-owned Maine State Pier, mixed-use policy and zoning development for the Central Waterfront, Sustainable Portland, and sea level rise adaptation.

A significant percentage of Bill's municipal planning career has concentrated on balancing working waterfront preservation with the realities created by struggling marine economies on Portland's largely privately owned waterfront. A frequent speaker at local, regional, and national waterfront policy and planning events, Bill is a consistent spokesperson for Portland's unique approach to mixed use planning in a marine industrial and tourism centered waterfront.

Bill has a B.S. in Geology from Boston College and a M.S. in Community Planning and Development from the Muskie School at the University of Southern Maine. A life-long Portland resident, Bill and his family have deep roots in the City of Portland and the islands of Casco Bay.



Amanda Loper, AIA, LEED AP

Urban Design & Housing

San Francisco, CA

Amanda Loper, AIA, LEED AP is a Principal at David Baker Architects, a progressive award-winning firm known for combining social concern with a signature design character. For nearly 10 years,

Amanda has worked in the San Francisco Bay Area on projects ranging from housing for the formerly homeless to market-rate communities to custom retail spaces. She holds degrees in architecture and interior architecture from Auburn University and is an alumna of the Rural Studio.

Amanda specializes in rapid architectural prototyping and works to bring social awareness to issues of housing and density within the urban setting. She has a particular interest in designing the ground level for an active, organic public realm and in making a place for people. Amanda shares her ideas and expertise via SPUR (San Francisco Planning and Urban Research)—for whom she has published and presented works on density, housing solutions, and urban vitality—and the San Francisco Housing Action Coalition (SFHAC), where she serves on the project review committee and is an incoming member of the 2015 Board.



Tilman Lukas

Housing

Amherst, MA

Tilman Lukas has over 33 years' experience in construction and housing development. Tilman served as Director of Development and Assistant Executive Director for Operations at HAP, Inc. for 13 years. For the past 20 years, he has been a partner, officer

and is now President of MBL Housing & Development. Tilman's expertise includes knowledge of all types of housing development including market rate housing, low and moderate income housing, special needs housing, and single room occupancy housing (SRO). He has extensive knowledge in housing policy, affordable housing development, housing construction, project management, environmental regulations and lead paint abatement.

AIA Staff :

Joel Mills

Director, Center for Communities by Design

Joel Mills is Director of the American Institute for Architects' Center for Communities by Design. The Center is a leading provider of pro bono technical assistance and participatory planning for community sustainability. Its processes have been modeled successfully in the United States and across Europe. The Center has been the recipient of a numerous awards recognizing its impact. In 2010, the Center was named Organization of the Year by the International Association for Public Participation (IAP2) for its impact on communities and contributions to the field. In 2013, the Center received a Power of A Award from the Center for Association Leadership, and a Facilitation Impact Award, given by the International Association of Facilitators.

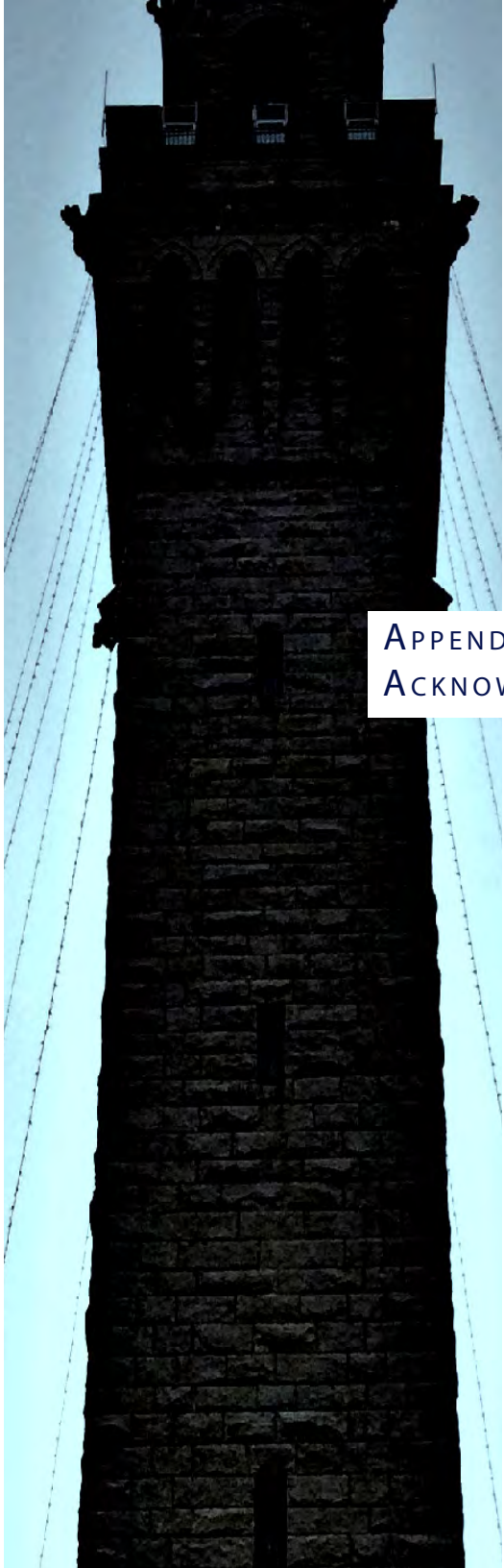
Joel's 20-year career has been focused on strengthening civic capacity and civic institutions around the world. This work has helped millions of people participate in democratic processes, visioning efforts, and community planning initiatives. In the United States, Joel has worked with over 100 communities, leading participatory initiatives and collaborative processes that have facilitated community-generated strategies on a host of issues.

Erin Simmons

Director, Design Assistance

Erin Simmons is the Director of Design Assistance at the Center for Communities by Design at the American Institute of Architects in Washington, DC. Her primary role at the AIA is to provide process expertise, facilitation and support for the Center's Sustainable Design Assistance Team (SDAT ) and Regional and Urban Design Assistance Team (R/ UDAT ) programs. In this capacity, she works with AIA components, members, partner organizations and community members to provide technical design assistance to communities across the country. Through its design assistance programs, the AIA has worked in 200 communities across 47 states. In 2010, the Center was named Organization of the Year by the International Association for Public Participation (IAP2) for its impact on communities and contributions to the field.

Erin is a leading practitioner of the design assistance process. Her portfolio includes work in over 70 communities across the United States. A frequent lecturer on the subject of creating livable communities and sustainability, Erin contributed to the recent publication "Assessing Sustainability: A guide for Local Governments". Prior to joining the AIA, Erin worked as historic preservationist and architectural historian for an environmental and engineering firm in Georgia, where she practiced preservation planning, created historic district design guidelines and zoning ordinances, conducted historic resource surveys, and wrote property nominations for the National Register of Historic Places. She holds a Bachelor of Arts degree in History from Florida State University and a Master's degree in Historic Preservation from the University of Georgia.



APPENDIX 3:  
ACKNOWLEDGEMENTS

## ACKNOWLEDGEMENTS

The team would like to thank the Provincetown community for its generous hospitality and all of the contributions citizens made to the process. In particular, the team would like to thank the following individuals for their support of the process:

- Gloria McPherson, Town Planner
- Anthony Fuccillo, Director of the Visitor Services Board
- Rex McKinsey, Harbormaster
- Michelle Jarusiewicz, Housing Specialist
- David Gardner, Acting Town Manager
- Ted Malone, President, Community Housing Resources
- Tom Donegan, Chair, Board of Selectmen
- Mark Weinress, Chair, Planning Board
- Candice Collins-Boden, Chamber of Commerce

In addition, the team would like to thank the Members of the Board of Selectmen, Planning Board, Community Housing Council, Visitor Services Board, Provincetown Housing Authority, Harbor Committee, Pier Corporation and Council on Aging for their contributions to the process.





